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ABSTRACT

Urban managers and legislators are faced with the task of ensuring that policy decisions really represent citizens' needs. One method of communicating with the public by government was the creation of the Community Representatives Office (CRO) by the city of Greensboro, North Carolina, in 1973. This position is similar to the office of the ombudsman found in Scandinavia and other European countries. In this paper, the author evaluates the complaint system used by the CRO in Greensboro in terms of its responsiveness to citizens' needs. Chapter I presents a history of the ombudsman concept and traces the history of the concept in Greensboro. Chapter II examines the ways in which complaint findings from the CRO can make Greensboro city government more responsive to citizens' concerns. Chapter III treats priorities and policy decisions as influenced by the complaint system. Conclusions presented in chapter IV indicate that: (1) the role of the ombudsman on a local level can influence the decision-making process, (2) physical location of the ombudsman or complaint agency is important, (3) length of time a city has had a particular form of local government appears immaterial to the implementation of a complaint agency, and (4) image of government agencies is affected by having a built-in mechanism whereby the rate of satisfaction for complaints is measured. (Author/AV)

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AN ISSUE ANALYSIS OF CITIZEN CONCERNS IN GREENSBORO, NORTH CAROLINA: POLICY IMPLICATIONS FOR LOCAL GOVERNMENT

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A Research Paper
Presented to The
Faculty of The Department
of Political Science
University of North Carolina
at Chapel Hill

In Partial Fulfillment
of the Requirement for
the Degree Masters of Public
Administration

by

James M. Howerton

SO 011393

November, 1977

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I hope the information contained in this report will help the governmental officials that will implement programs similar to the one discussed in the paper.

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MAJOR RESEARCH QUESTIONS TO BE INVESTIGATED

1. Define the relationship between the European and American ombudsman?
2. What are the responsibilities and duties of the Community Representatives Office?
3. How are concerns processed by the Community Representatives Office?
4. What were the major concerns investigated by the Community Representatives Office from 1973-74 to 1975-76?
5. Will the concern findings be of benefit in the policy making process?
6. Does a comprehensive complaint system make government accountable in the delivery of services to the citizenry?
7. What are the key factors which influence the responsiveness of governments that have complaint systems?
8. Does a complaint system make the City Manager more knowledgeable of community problems?

CHAPTER I

INTRODUCTION

A. OVERVIEW AND OBJECTIVES OF THE STUDY

Urban Managers and Legislators are faced with the task of ensuring that the policy decisions involving citizens really represent their needs. One medium through which input on policy matters can be increased is with a mechanism that serves to address and respond to the needs of the citizenry. Basically, these needs often involve increasing the level of services provided by government. In several cities surveys are conducted to evaluate the effectiveness of the services provided by government. However, the surveys do not always bring about a change in the delivery of services.

Citizens use many channels to communicate with government when they have problems. One method of communicating with the public by government was the creation of the Community Representatives position by the City of Greensboro, North Carolina, in August of 1973. This position is similar to the office of the ombudsman found in Scandanavian and other European countries.[1] The Community Representatives and the ombudsman are both concerned about protecting the rights of citizens. A major objective of the Community Representatives' Office is to confer with citizens voicing concerns to government. The concerns investigated by the

[1] Picot B. Floyd, "The Ombudsman: The Citizens Advocate", Management Information Service, L-10 (October, 1969) p. 1.

Community Representatives are resolved impartially, and in the most expeditious manner.

The analysis of concerns investigated by the Community Representative is an effort to evaluate the type of concerns registered by citizens to City Government in Greensboro, North Carolina. The analysis will also include the concerns investigated by the Community Representative's office from Fiscal Year 1973-74 to 1975-76. A census tract was used in identifying the area the complaint originated.[2]

This study has two objectives, both of which are related to each other. First, an effort will be made to describe and determine if the complaint system used by the Community Representatives is making the City Government of Greensboro more responsive to the needs of citizens that voice concerns. Second, emphasis will be placed on the use of data from complaint findings in setting priorities and making policy decisions.

Chapter I of the Study will describe the historical development which led to the establishment of the ombudsman concept. The chapter will also focus upon the history of City Government in Greensboro and the emergence of the ombudsman concept. Chapter II examines the ways in which the complaint findings can make City Government more responsive in addressing citizen concerns. Chapter III stresses the use of the complaint findings in setting priorities and making policy decisions. Chapter IV will give a summary of the information presented along with recommenda-

[2]U. S. Department of Commerce, 1970 Census Users' Guide, (Washington, D. C., 1970) p. 86.

tions.

This paper will discuss the role of the City Manager and the City Council in setting policy, special emphasis is placed on using findings from complaint concerns in establishing priorities and influencing policy decisions. Since the ombudsman is a relatively new concept in American local government, it is anticipated this paper will aid city administrators in implementing the concept. The next section will discuss the origin of the ombudsman concept.

B. BACKGROUND AND DEVELOPMENT OF THE OMBUDSMAN CONCEPT

As urban technology and bureaucracy becomes increasingly complex, municipal administrators are faced with the responsibility of keeping government responsive to the needs of the people. One experimental solution to this problem now being used in many countries is the utilization of an ombudsman. The "Ombudsman" is a governmental official who receives complaints against governmental agencies and officials, from aggrieved persons, who investigates, and who, if the complaints are justified, makes recommendations to remedy the complaints.

The first ombudsman office was established in Sweden in 1713.[3] Since that time, the concept of a citizens' advocate has been refined in many countries. The concept does not only exist at the local, state and federal government levels, but an effort is being made to establish the concept on the international level also.[4] The term ombudsman encompasses

[3]Ibid., p.2.

[4]Ibid., p.2.

the concept of an official serving as a mediator between two opposing bodies.

Hawaii was the first state to hire an ombudsman in 1969.[5] In 1968, the United States Congress considered and declined the opportunity to establish the office of an ombudsman. Former Governor James Holshouser was the first North Carolina Governor to institute an ombudsman's office in State Government.[6] In the United States, state and local governments tend to define the function for the office by calling the person in the capacity of an ombudsman, "Neighborhood Man," "Fix-It-Man," and "Community Service Officers." Although the offices are similar to the one found in Scandanavia, the name ombudsman is seldom used, but they do share a basic respect for the individual citizen and his rights that are derived from the history of the institution. Presently, there are 128 International, several State government and no more than 8 ombudsmen's offices in local government in the state of North Carolina.[7]

A final report of the thirty-second American Assembly indicates the vital need for more persons in ombudsman's roles to be instituted. The following statement was made at the American Assembly meeting:

> "Millions of Americans view government as distant and unresponsive, if not hostile. Though often the targets of resentment which ensues, governmental officials usually not the cause of remoteness, but sometimes its victims. Dehumanized government derives from the impersonality of modern mass society. Improving the names by which individual citizens can voice dissatisfaction with governmental action or inaction will make for a more democratically effective society. Many devices,

[5]Ibid. p.6.

[6]International Bar Association Ombudsman Committee, Development Report, (June, 1974). pp. 1-23.

[7]Ibid., p. 29.

governmental and private, formal and informal, already serve to amplify the voice of the individual in the halls of government. Administrative agencies may provide him internal avenues of appeal. Courts may hear his case. Elected representatives may handle his complaint. Public legal aid may be available. News media or private organizations may take up his cause.

All these means of access to government are useful. We should strive further to improve them. Because these existing devices have important functions to service other than handling citizens' complaints, there is a need in today's large and complex government for mechanisms devoted solely to receiving, examining and channeling citizens' complaints, and securing expeditious and impartial redress. We believe that American utilization of the ombudsman concept will help fill that need."[8]

C. HISTORY AND ORGANIZATIONAL STRUCTURE OF GREENSBORO CITY GOVERNMENT

The History of Greensboro is best understood by tracing the growth of the city. "Greensborough" was designated as the County seat of Guilford County in 1807 and was incorporated in 1808. The original town was one-fourth of a mile long and one-fourth of a mile wide, and in 1829 had a population of 484. The original town was governed by Commissioners appointed by the State in 1824. Later the town was given the right to elect its own Commissioners.

By 1870, the population had grown to 3,317 and a new charter was adopted which made Greensboro a city and provided for free schools. In 1891, the city was governed by 18 alderman elected from 6 wards. The Commission form of government was selected in 1911 and 3 elected officials governed the city. The Council-Manager form of Government was instituted in 1921 and is the present form of Government.

[8]The American Assembly. The Ombudsman, New York: Arden House, (October 26-29, 1967), pp 5-6.

The City of Greensboro in 1928 contained 17.8 square miles which had a population of 40,000. By 1950, the population had grown to 74,389, while the land area remained relatively fixed. In 1957, as a result of a movement to make the city encompass the "Greater Greensboro" area, the city more than doubled its size through annexation to 49.5 square miles. In 1976 the estimated population was 154,511, and the land area increased to over sixty square miles.[9]

Organizationally, under the Council-Manager form of Government in Greensboro, N. C., the City Council is responsible for the exercising of the corporate powers of the City. These powers are broadly defined in the Constitution and the General Statutes of North Carolina, and supplemented by the City Charter as follows:

> "In addition to other powers conferred upon it by law, the Council may adopt and provide for the execution of such ordinances, rules, and regulations, not inconsistent with this charter, as may be necessary or appropriate for the preservation and promotion of the health, comfort, convenience, good order, better governments, and general welfare of the city and its inhabitants."[10]

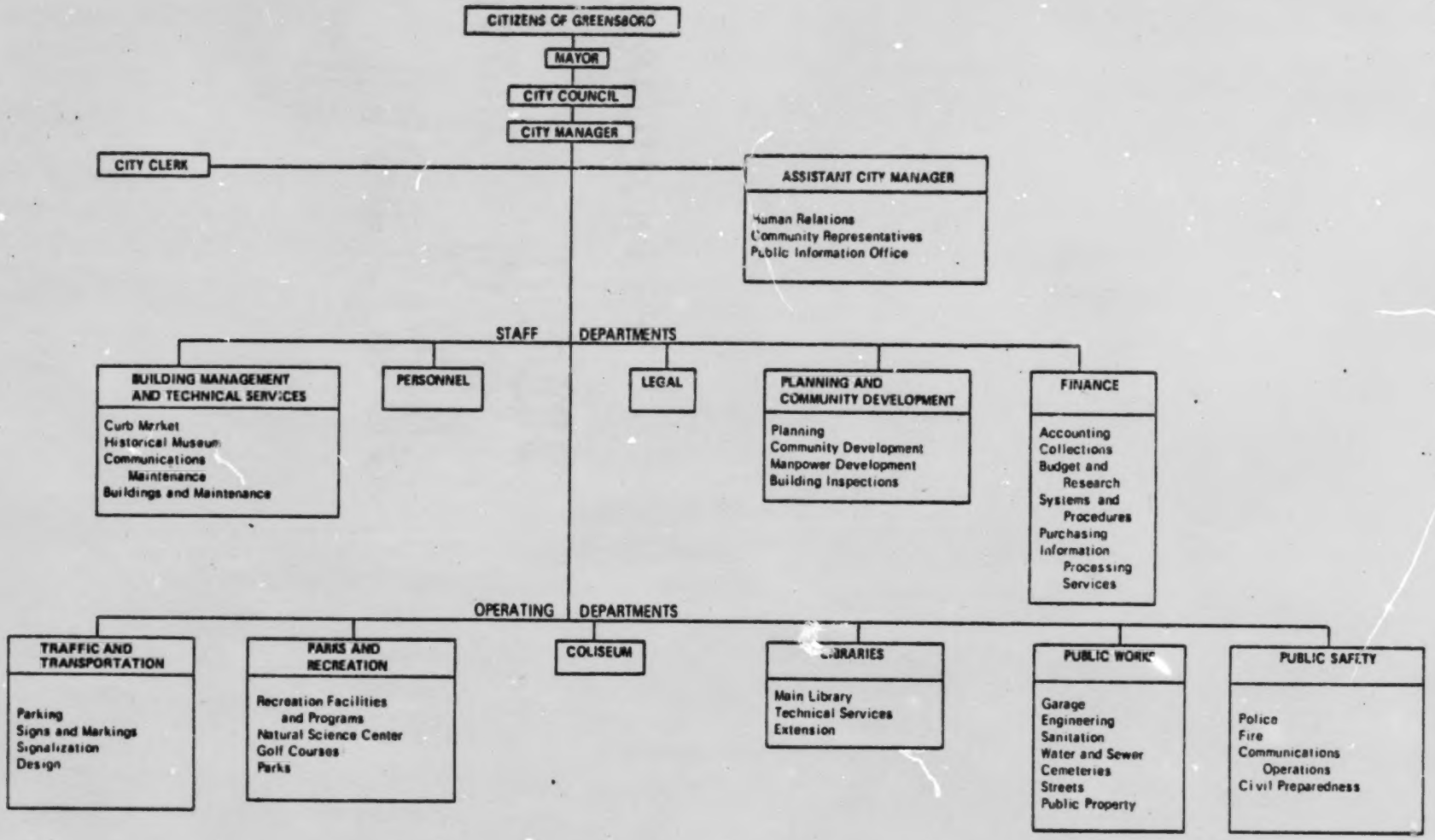
The administration of policies and directives of the Council is the responsibility of the City Manager, who is appointed by the City Council for an indefinite period. He may be removed from the office by the City Council at any time. The organization chart on page 7 illustrates the general organizational scheme of Greensboro's City Government. The positon of the City Manager is provided for in the Greensboro City

[9]"City of Greensboro." A Look at Greensboro's City Government, 1976, p. 14.

[10]"Mayor and Council," The Charter of the City of Greensboro, Vol. I, Chapter III, Subchapter D, (Greensboro, 1961), p. 45.

TABLE I

CITY OF GREENSBORO ORGANIZATIONAL CHART



Charter as follows:

> The Council shall appoint the City Manager, who shall be the administrative head of the City Government. He shall be responsible for the administration of all City offices, positions, departments, boards, commissions and agencies created by or under this charter. He shall be appointed with regard to merit only, and he need not be a resident of the city when appointed. He shall hold office during the pleasure of the Council, and shall receive such compensation at it may fix.[11]
>
> The City Manager is a full-time employee, whereas, the City Council members are part-time officials.

D. APPLICATION OF THE OMBUDSMAN CONCEPT IN GREENSBORO, N. C.

In April, 1968, George Seay, a law enforcement officer was appointed Director of Community Relations. The Community Relations office was placed under the jurisdiction of the City Manager's office. The main objective of this office was to first inform the public of the 47 agencies within the City which rendered services. The five basic program areas associated with this office were as follows: (1) Public Information, (2) Public Coordination or Civic Communication, (3) Education, (4) Complaint Response program, and (5) Employment-Management Relations.[12]

Mr. Seay indicated that "Things that seem small in the overall picture are often big problems to the people involved, and can be solved if they are just known about. Direct lines of communication help to eliminate the belief that there is no concern for the little man. Many times the complaint is just a symptom of the real problem, so the first

[11]Ibid., p. 48.

[12]Dianne D. Eck, "Community Relations Personalizes Government," The Greensboro Week Ender, February 26, 1970, Vol. 2, No. 8.

thing I do is try to get to the root of the difficulty, then I analyze the situation, try to correct it and prevent it from reoccurring."[13]

The City officials and departments were very cooperative in assisting Mr. Seay in the complaint solving process.[14]

In August of 1970, Mr. Seay resigned from the position of Director of Community Relations to run for Sheriff of Guilford County. Eventually, the efforts of the Community Relations office were phased out. A complaint line was established in the City Manager's office. Mrs. Sue Rabon who worked with Mr. Seay was responsible for monitoring calls on the complaint line. Several community groups voiced the need to have a similar office instituted after the Community Relations office was phased out. The Council on Community Unity, a Division within the Greensboro Chamber of Commerce was very vocal in expressing the need for an ombudsman office.

E. THE ESTABLISHMENT AND RESPONSIBILITIES OF THE COMMUNITY REPRESENTATIVES' OFFICE.

The Community Representatives' office was established by Tom Osborne, City Manager, in August of 1973. Two people work in the Community Representatives' office. The two Community Representatives report directly to the Assistant City Manager and City Manager. During the establishment of the office, the City Manager was concerned about making government even more responsive to concerns voiced by citizens.[15] Some illustrative

[13]Ibid., p. 1.

[14]Ibid., p. 1.

[15]City Manager Tom Osborne, Personal Interview on the Role of the Community Representative, Greensboro, N. C., August, 1973.

examples of the responsibilities include the following:

1. Assist the City Manager in developing various means to remain responsive to citizens' opinions and needs and to strengthen citizen participation in the formulation and administration of municipal government services.

2. Conduct or participate in studies and surveys to determine public information needs; prepare recommended plans and programs to meet communication requirements; directs the administration or coordination of assigned Public Information Programs.

3. Confer with individual citizens seeking assistance; attempts to determine the nature and details of the problem; advises the citizen accordingly or notifies the appropriate City Departments to handle the problem.

4. Receive and answer inquiries, suggestions, and complaints received from individual citizens and community groups to insure their proper handling personally or through appropriate departmental personnel.

5. Transmit and discuss expressed needs and questions of citizens with City staff.

6. Meet with citizens and community groups in presenting, promoting and interpreting municipal programs and activities.

7. Execute daily and non-scheduled assignments as determined by the City Manager or Assistant City Manager.

8. Give assistance to staff personnel when they are confronted with problem matters.

About 60% of the Community Representatives' time is spent in processing concerns registered with government. Whereas, the remaining 40% is spend on public relations efforts and carrying out assignments given by the City Manager. The Community Representatives work very closely with the Public Information office. The main objective of the Public Information office is to strengthen the lines of communication between goverment

and citizens by publications and audio-visual presentations. The Community Representatives report directly to the Assistant City Manager and the City Manager.

One of the unique traits of the Community Representatives' office is that of mobility within the organizational structure. Due to an excellent orientation when hired the Community Representatives are very knowledgeable of the services provided by City government and the department heads were given an opportunity to establish a relationship with the office. On several occasions members of the City Council have requested the assistance of the Community Representatives' office in resolving concerns voiced to them.

The next Chapter will explore the feasibility of the complaint system used by the Community Representatives in making the City Government of Greensboro more responsive to the needs of the citizenry. A close examination in this chapter will be made of the type concerns investigated and their final status. Attention is also given for ways in which the effectiveness of government services can be measured by a complaint system. Finally, the way citizens perceive the way their concerns were resolved is discussed.

CHAPTER II

THE USE OF A COMPLAINT SYSTEM IN MAKING GOVERNMENT MORE RESPONSIVE

In this chapter, the immediate setting involves the procedure used by the Community Representatives in processing citizens' concerns. This activity is characterized by only those concerns that were registered with the Community Representatives office, and the City Managers office that involved other City departments. When the concern is being processed, an effort is made to evaluate the overall complaint process. Therefore, the second part of this chapter will place emphasis on measuring the responsiveness and effectiveness of government services by developing objectives for the complaint system.

The total concerns investigated and findings by the Community Representatives involving the 4 geographical quadrants for the three fiscal years is discussed in detail. The four geographical quadrants of Greensboro are located by drawing an imaginary line north and south along Elm Street and along Market Street east and west. See page 13.

The final section of this chapter will cover how effective the citizens viewed the role of the Community Representatives in resolving their concerns. The satisfaction levels of complaint resolvement is discussed also in the concluding section.

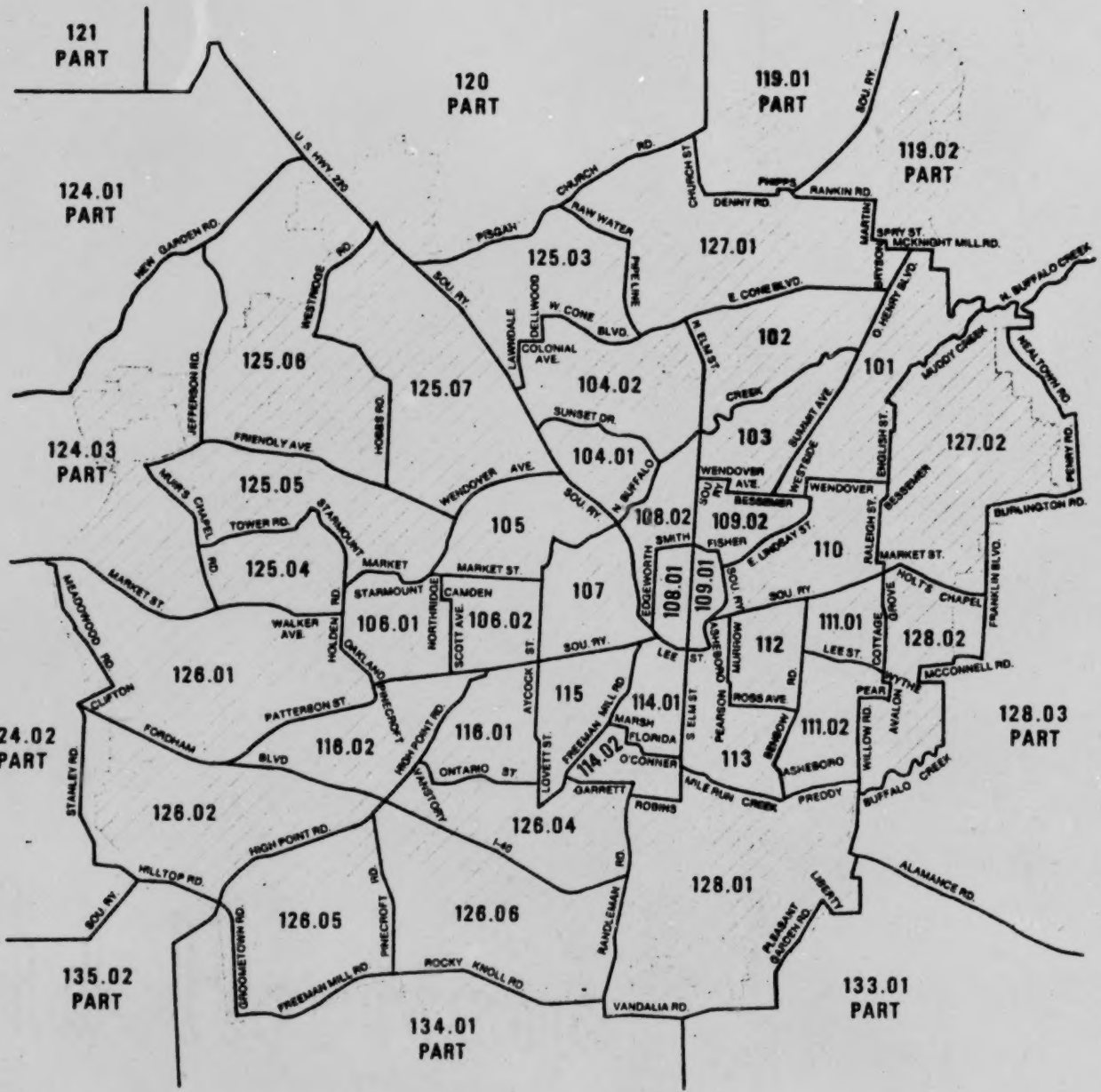
A. THE METHOD OF PROCESSING CONCERNS

When concerns are filed with the Community Representatives' office a citizen's request form and a small card is completed. Both forms in-

FIGURE I

CITY of GREENSBORO

1970 CENSUS TRACTS



Map Courtesy of Greensboro Chamber of Commerce

clude the date received, who received it, the name and address of the department that is responsible for the rendering of that particular concern. Based upon the location of the concern, a census tract number is assigned to it. There are 46 census tracts within the corporate limits of Greensboro, N. C. A census tract is defined as a small relatively permanent area into which large cities and adjacent areas are divided for the purpose of providing comparable small area statistics. Tracts are originally designed to be relatively homogeneous with respect to population characteristics, economic status and living conditions; the average has about 4,000 residents.

In this study, a concern exists when a citizen voices dissatisfaction over a service provided by City Government. A service request is used interchangeably with the word concern. A service request exists when a citizen asks for a service provided by City Government. The following steps describe the procedure used in investigating the citizens' concerns. The steps will vary depending upon the nature of the concern. The diagram for processing concerns is on page 15.

The steps are as follows:

1. When the concern is filed with the Community Representatives' office all the pertinent information is written on the request form. See page 16 for a copy of the request form.
2. The request form is sent to the department responsible for processing the concern.

FIGURE II

PROCESSING CITIZENS CONCERNS

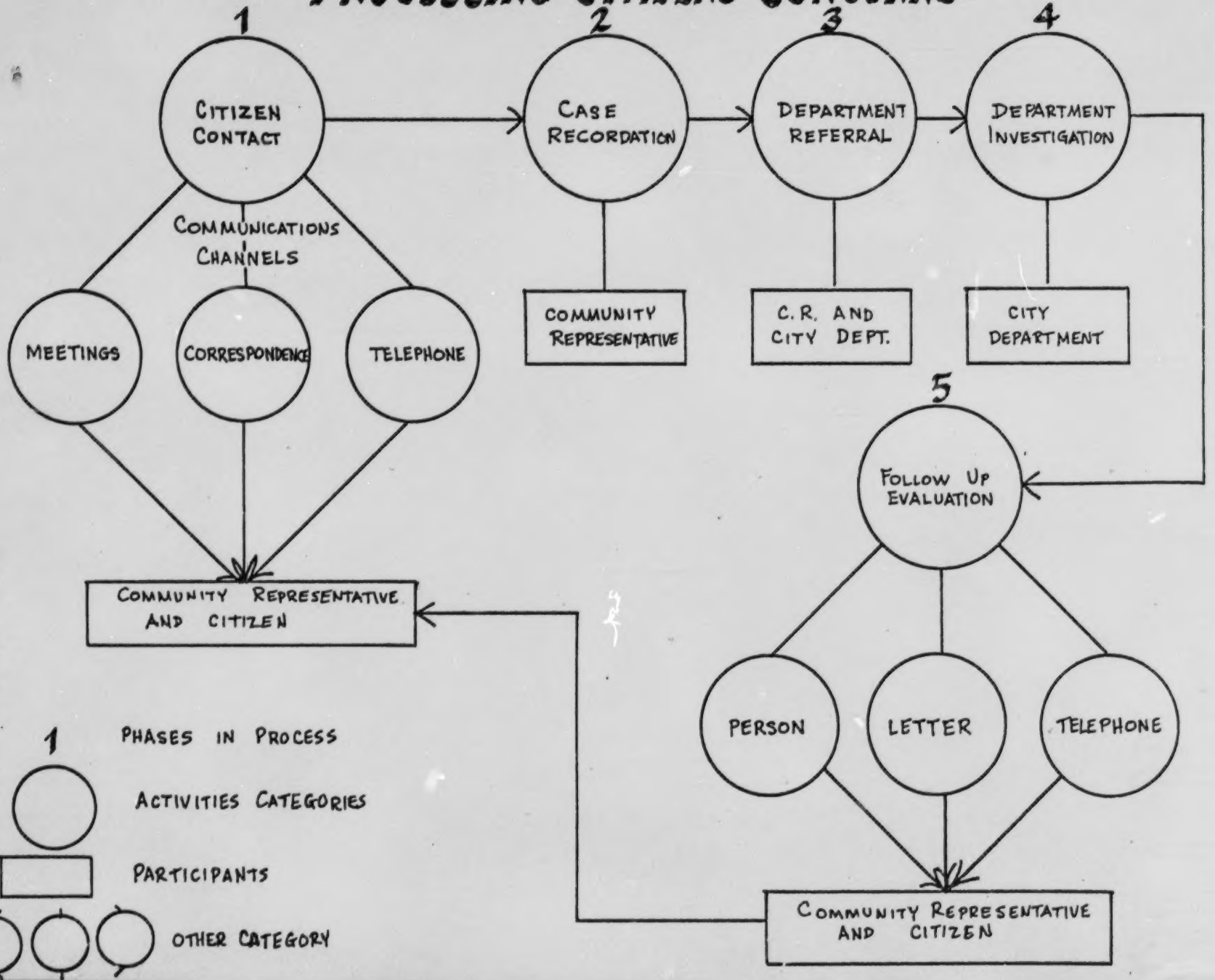


TABLE II

CITY OF GREENSBORO

COMPLAINT AND

CITIZEN'S REQUEST FOR SERVICE

White - PIO
Yellow - Dept.
Pink - Response

No.: _____

Date: _____ Hour: _____

Received By: _____

How Received: Person ☐ Phone ☐ Letter ☐

Complaint: ☐ Service Request: ☐

Name: _____

Address: _____ Phone #: _____

Nature of Request: _____

Other Department or
Individuals Previously Contacted: _____ Date: _____

Action Taken or Recommendations: _____

Investigation Completed By: _____ Date: _____

Citizen Contacted: In Person ☐ Letter ☐ Telephone ☐ Date: _____

Citizen Contacted By: _____ Response Card Mailed: _____ Date: _____

Complaint or Service Request: Closed ☐ Active ☐ Date: _____ Authorized By: _____

ORIGINAL TO BE RETURNED PROMPTLY. COPY RETAINED FOR YOUR FILE.

Mgr-5

3. On some occasions the problem area and citizen are visited by the Community Representative so that the respective department will have more information.
4. The citizen is given a status report on his/her concern by phone, written letter or in person.
5. When the concern is resolved, the citizen that registered it is contacted to see if it is resolved satisfactorily by the Community Representatives' office.
6. If the concern is not resolved satisfactorily, the Community Representative will re-evaluate the facts to determine whether the action taken is justified. When the City's response is justified, the citizen is made aware of the action the City can or cannot take. If there is disagreement on behalf of the citizen, the department head and City Manager are conferred with.
7. When the concerns are resolved, they are filed according to the area of responsibility and geographical location.
8. A weekly report submitted to the City Manager and Assistant City Manager gives a detailed overview of the status of concerns processed by the Community Representatives' office.
9. If the concern does not involve the City, it is transferred to the appropriate agency.

The Community Representatives investigates all concerns on an impartial basis. This procedure enables the citizen to feel that the outcome will not be biased. Since the city Manager is in charge of all

administrative functions, it is advantageous to have the Community Representatives' office under the jurisdiction of this department.

In order to effectively monitor community concerns involving City Government there exist mechanisms through which the citizenry is made knowledgeable of the Community Representatives' office. The table on page 19 shows how contact is made with the Community Representatives' office. One of the major ways in which people are made knowledgeable of the office is at community meetings. At the City community meetings the citizens are informed of the responsibilities of the office. Citizens with problems at these meetings will make contact with the Community Representatives so they can be investigated. The Community Representatives are readily accessible to the public. The method for processing concerns is important because the implications might show patterns that need to be addressed. Therefore, if the citizen is not kept abreast of the status of their concern, then they will soon lose faith in that agency. This is supported by the directive given by the City Manager in asking the Community Representatives to personally investigate the concerns registered by citizens and to keep them informed about the status.[16] The success of processing concerns in Greensboro is largely due to the personal attention given to the complainant by the Community Representatives.

In several instances the type of complaints received are logged, but no attempt has been made to analyze them based upon the geographical

16 City Manager Tom Osborne, Personal Interview on the Role of the Community Representative, Greensboro, N. C., August, 1973.

TABLE III

HOW CONTACT IS MADE WITH THE COMMUNITY REPRESENTATIVES OFFICE

ACTIVITY	PERCENT
Community Meetings	30
Personal Visits and Brochures	20
Walk-Ins	12
City Manager's Office	10
Action Line	8
Mayor's Office	5
Television	2
Radio	2
Newspaper	1
	100 percent

location and the response given by the departments involved. The reason that the latter component is important is because one will be able to identify and evaluate some of the socio-economic characteristics of the complaints registered. The next section will discuss why a complaint system is important in measuring the responsiveness and effectiveness of government services.

B. ESTABLISHING OBJECTIVES TO MEASURE RESPONSIVENESS AND THE EFFECTIVENESS OF GOVERNMENT SERVICES WITH A COMPLAINT SYSTEM

In measuring the effectiveness of governmental services there is a need to develop objectives for the complaint handling process. A special research project conducted by the Urban Institute and International City Management Association in 1974 gave the basis for ways to measure the effectiveness for handling citizen complaints and requests for service. The major objectives of this process are as follows:

A. Willingness and ability of citizens to make their complaints known to the government.

B Satisfactory responses to, and resolutions of, complaints.

C. Reduction or prevention of justifiable citizen complaints.

D. Quality treatment of complainants.

E. Satisfactory response to, and fulfillment of requests for services and information.

F. Speedy disposition of requests for services and information.

G. Convenient and effective intake of citizen requests.[17]

[17] Measuring the Effectiveness of Basic Municipal Services. The Urban Institute and International City Management Association, February, 1974, pp. 90-97.

The aforementioned objectives can apply to all complaint offices, and serve as guidelines in the development of systems that can be measured. The objectives of a complaint office will enable City administrators to measure the level of the service delivery systems in their respective cities.

In setting the criteria to measure the effectiveness of government services with a complaint system, one must keep in mind the psychological and environmental factors. Consequently, the degree to which governments can control the volume of complaints (and measures of effectiveness based on that volume) is limited. However, the objectives that are set must be realistic in terms of meeting certain local needs. An example of this may involve one city needing a bigger water supply; whereas another city needs more police to help fight crime. A salient feature of the complaint system is to make sure the local needs of the municipality are identified.

In order to effectively measure government services with a complaint system, there is a need to have a centralized location to monitor the bulk of the complaints and requests for service that are registered with government daily. The centralized complaint office should be the location where the data is collected and analyzed. In recent years several efforts have been made in Greensboro to establish a centralized complaint system with little success. Most recently, the Community Representatives' office instituted a complaint system called "The Citizen's Response Network." This system does employ the concept of centralizing all complaints and requests for service. The Citizens Response Network's primary purpose is to make sure that all concerns voiced to City Government are responded to as

soon as possible.

By using the data from the Citizen's Response Network the City Manager will be able to identify community problems on a city wide basis versus just using the data collected by the Community Representatives' office. Therefore, one very important feature of measuring government services with a complaint system is to make sure that all the concerns and requests for service are recorded, analyzed and given to the City administrators. The "Citizens Response Network" entails all the City departments having a system that will feed into the central complaint set-up. One drawback with the process is the collection of data for data sake. Therefore, when a complaint office is set up, the City Administrator must make sure the office will provide management with data that can be used in identifying problems that need to be addressed. Once the problems have been identified, then the departments have a plan of action whereby goals and objectives can be formulated to resolve them. A very good example of this occurred when the Greensboro Public Information office made available to the citizenry brochures on the services provided by City Government. In past years several city residents were of the impression that City Government provided basically all of the health services. Through the dissemination of the brochures on City Government services by the Public Information office, the citizens realized that it was a County Government function.

The volume of complaints and requests for service received and processed is important. However, the significance in terms of effectiveness can be ambiguous. It is not clear whether a government should have as an objective the maximizing or minimizing of that volume. Since government is in

the business of delivering services to the citizens, then an important long-range objective of local governments is to eliminate the causes of citizen complaints. However, when prevention does not succeed, effectiveness in handling reported complaints becomes important. Therefore, a major criterion in measuring the effectiveness of government services with a complaint system is dependent, to a large extent, on what happens to a complaint when it is registered to government; not only should department heads be aware of the complaints involving their departments, but the City employee must be knowledgeable of their role in the complaint system.

The success of many complaint systems is based on the willingness of government to make sure citizens are knowledgeable of their complaint system. Another factor involves the setting of goals and objectives that can be articulated to the citizens at the outset. This process will not only educate the citizens about the complaint system, but it will give them something to monitor and anticipate.

The complaint system can serve to give City Administrators a perception of how citizens view the services of government. If the complaint system yields a low percentage of complaints reported, then the City Administrators must be very cautious in formulating goals and objectives based on that information. Therefore, it is important to make sure that the complaint system is an integral part of the overall planning process in government.

A very crucial aspect of measuring the effectiveness of government services is to make sure the complaint system is not being duplicated within the established government structure. A close examination shows

that in Greensboro, North Carolina, there are several divisions in Government that respond directly to citizen complaints. Some of the divisions are the Human Relations Commission, Police Community Relations, and the Public Information Office. However, in Greensboro, North Carolina, each of the aforementioned divisions have specific program directives that prevent duplication. It is common though to find two divisions working together on a problem that may involve both. The Divisions in Greensboro's City Government that deal with citizen complaints have survived because of the clear cut policies that regulated their function at the outset. There is a concerted effort by Government in Greensboro to continously improve the areas of human relations, police community relations, disseminating of information, and addressing the individual needs of citizenry. Therefore, the community service agencies in Greensboro's City Government have goals and objectives that play an important role in evaluating governmental services.

Effective measures of government services by a complaint system entails also the analyzing of data obtained from the citizenry about government services. In the next section an overview will be given about the concerns investigated by the Community Representatives' office from fiscal years 1973-74 to 1975-76. If the complaint agency is to be responsive there must also exist a mechanism for storing the data accumulated. The ability to retrieve information pertaining to open or closed complaints is helpful when the complainant decides to use legal means in resolving concerns. The total concerns in the next section show the type of concerns registered by quadrant and fiscal years. Different areas require a mixture of

services based on land development, geographical location, income, and culture. However, government should exist to delivery services on a fair and equal basis. Several citizens in Southeast Greensboro have often expressed the need to bring the level of services in their community up to the same standards as others. The total concerns can aid City administrators and legislators in intrepreting and measuring the type of concerns citizens will register to a complaint agency.

C. TOTAL CONCERNS INVESTIGATED AND FINDINGS INVOLVING ALL QUADRANTS 1973-74 to 1975-76

During the fiscal years from 1973-74 to 1975-76, 824 concerns were investigated by the Community Representatives' office. By assigning a census tract number to all concerns investigated, each quadrant of the city was evaluated for the volume and type of concern received. The City of Greensboro is divided into four geographical areas, called quadrants, by drawing an imaginary line north and south along Elm Street and along Market Street east and west. See map with quadrants and census tracts on page 13. According to 1976 estimates prepared by R. L. Polk data in 1975, the Northeast quadrant is two-thirds white with 70 percent of the residents earning between $5,000 and $15,000 annually. Ninety-eight percent of Northwest quadrant is white with approximately three-quarters earnings above $10,000 annually. The Southeast quadrant is 10 percent white and three quarters of its residents earn less than $10,000 annually. Eighty percent of the Southwest quadrant is white and two-thirds of these residents earn between $5,000 and $10,000 annually. (See census data on table IV on page 26.

TABLE IV
CENSUS TRACT DATA

TOTAL CITY OF GREENSBORO	CENSUS 1970	ESTIMATE 1976
TOTAL	144,076	154,511
SEX & RACE		
White Male	46,917	50,832
White Female	55,777	60,101
Non-White Male	19,505	20,604
Non-White Female	21,877	22,974
AGE		
18-34	25,378	44,049
35-49	25,644	25,854
50-59	13,259	15,241
60+	15,388	18,297
FAMILY INCOME		
Under 5,000	6,117	7,357
5,000 - 9,999	11,288	9,548
10,000 - 14,999	10,048	10,436
15,000 and over	8,145	24,836
POPULATION BY SECTOR		
Northeast	29,746	36,102
Northwest	38,769	42,870
Southeast	24,500	20,284
Southwest	51,061	55,255
Total	144,076	154,511
TENURE (OCCUPIED UNITS)*		
Owner	25,431	27,809
Renter	18,265	20,995
Total	43,696	48,804

*The 1976 estimate is R. L. Polk data collected in 1975. These figures do not include areas annexed since 1970.

On the following pages, there is a breakdown of concerns investigated for each quadrant based upon the three fiscal years. Table V on page 26 shows the total concerns investigated for each quadrant. The quadrants are ranked according to the one receiving the highest volume of complaints.

On a proportionate number of complaints based on population, the southeast quadrant was first followed by the northeast, southwest, and northwest. See table V on page 28.

The following pages also show tables with listings for each department and the findings. Please note the asterisks and their meanings. They are as follows:

*Environmental concerns involve those processed by the County Health Department.

**In 1975 the Building Inspections was placed under the auspices of the Department of Planning and Community Development. The Building Inspections Division's responsibilities consists of the housing code enforcement, inspections, issuing of building permits, and the enforcement of the weed and trash ordinance. However, the latter responsibility was transferred to the Public Works Department on January 1, 1977.

***Not within jurisdiction denotes concerns that were referred to agencies not involving the city.

TABLE V

TOTAL CONCERNS INVESTIGATED FROM 1973-74 TO 1975-76 PER QUADRANT

QUADRANT	FISCAL YEARS AND TOTALS					
	1973-74	1974-75	1975-76	TOTAL	% BLACK	POP. (000)
SOUTHWEST	66	85	103	254	20	.5
NORTHEAST	66	33	124	223	33	.7
SOUTHEAST	38	39	109	186	90	.9
NORTHWEST	42	36	83	161	2	.4
TOTAL =	212	193	419	= 824		

TABLE VI

TOTAL CASES HANDLED INVOLVING THE SOUTHWEST QUADRANT
FROM 1973-74 to 1975-76

DEPARTMENT	1973-74	1974-75	1975-76	TOTAL
Public Works	35	47	24	106
*Environmental	9	11	5	25
**Planning & Comm Dev.	0	0	**26	26
Police Department	5	7	14	26
Parks & Recreation	5	5	10	20
Traffic & Transportation	4	2	11	17
Tax Division	1	0	2	3
City Attorney	0	2	1	3
Human Relations	0	0	2	2
Coliseum	0	2	0	2
Fire Department	0	1	0	1
Personnel	0	0	0	0
Library	0	0	0	0
Redevelopment Commission	0	0	0	0
***Not Within Jurisdiction	7	8	8	23
	66	85	103	254

FINDINGS

The quadrant generating the most concerns was the Southwest. Not only did this quadrant generate the highest volume, but it was the most consistent one also. The Southwest area had an increase in concerns each year. This increase is due to the large population and types of activities found in the area. Some of the activities that have caused citizens in the Southwest areas to be vocal in registering concerns are: major shopping centers, massage parlors, proposed thoroughfares and new subdivisions. Several citizens were displeased with the above activities because they affects them more than other quadrant residents. Also many citizens of Southwest Greensboro have opposed the residential growth pattern in their area. There are more transients in the Southwest area because of the availability of townhouses and apartments for those working with companies such as IBM, Xerox, Western Electric, etc.

The bulk of the complaints were in census tracts 106.01, 126.01, 126.05, 116.01, and 126.04. See census tract on page 16.

TABLE VII

TOTAL CASES HANDLED INVOLVING THE NORTHEAST QUADRANT
FROM 1973-74 to 1975-76

DEPARTMENT	1973-74	1974-75	1975-76	Total
Public Works	29	18	40	87
*Environmental	8	5	6	19
**Planning & Comm. Dev.	3	1	**28	32
Police Department	10	2	11	23
Traffic & Transportation	5	1	13	19
Parks & Recreation	2	2	10	14
Tax Division	1	1	3	5
Personnel Department	1	0	1	2
City Attorney's Office	0	0	2	2
Redevelopment Commission	0	0	1	1
Human Relations Comm.	0	0	1	1
Fire Department	1	0	0	1
Library	0	0	0	0
Coliseum	0	0	0	0
***Not Within Jurisdiction	6	3	8	17
	66	33	124	223

FINDINGS

During the last three years, the Community Representatives' office investigated 223 concerns in northeast Greensboro.

The Northeast quadrant was the second highest generator of concerns for the three fiscal years. In 1973-74 the citizens of this area voiced many concerns about the lack of physical services not being provided after annexation. The physical services applies to the installation of water and sewer lines, and the paving of the streets. As a result of this, a concerted effort was made in 1974-75 by the City in educating the citizens about the procedure that had to be followed in securing the needed services. However, after taking the necessary steps to secure services, the citizens in Northeast 1975-76 questioned why the requested services had not been delivered. Again, an effort was made by the City to explain to the citizens the time factor in delivery of the physical services. Concerns voiced about the need for more street lights, recreation, and better housing conditions, enabled the City to implement programs to remedy the concerns.

The census tracts generating the bulk of the concerns in Northeast Greensboro were 119.02, 110.00, 127.02 and 103.00. See Census tract map on page 16.

TABLE VIII

TOTAL CASES HANDLED INVOLVING THE SOUTHEAST QUADRANT
FROM 1973-74 to 1975-76

DEPARTMENT	1973-74	1974-75	1975-76	TOTAL
Public Works	14	14	20	48
*Environmental	8	6	9	23
**Planning & Comm. Dev.	0	0	**42	42
Police Department	1	8	11	20
Traffic & Transportation	5	3	11	19
Parks & Recreation	2	4	6	12
Redevelopment Commission	0	0	3	3
Library	0	0	1	1
Human Relations Comm.	1	0	0	1
Personnel	1	0	0	1
Fire Department	0	0	0	0
Tax Division	0	0	0	0
City Attorney	0	0	0	0
Coliseum	0	0	0	0
***Not Within Jurisdiction	6	4	6	16
	38	39	109	186

FINDINGS

The Southeast Quadrant registered 186 concerns with the Community Representatives' office during the three last fiscal years. This Quadrant is ranked number 3 in the total concerns investigated.

The departments receiving the highest number of concerns were Public Works, Planning and Community Development, Police, Traffic and Transportation, and the County Health Department. Several concerns involved street maintenance, and drainage concerns.

There were concerns filed concerning the need to upgrade substandard housing in Southeast Greensboro. The need to clear weeded lots, dredge streams, and provide more street lights were very common concerns in Southeast Greensboro. For many years citizens in Southeast Greensboro felt they had not received adequate City services. Several landlords fail to keep up their property in Southeast Greensboro. The Southeast quadrant consist of subdivisions that are very old. Some of the most active census tracts registering concerns were, 128.02, 111.02, and 112.00. These census tracts are the ones where the bulk of the streams, park areas, and substandard housing concerns are found.

Stray dogs and the lack of equipment in City playground areas were concerns registered mainly by the young people. The adoption of the weed trash and garbage ordinance has been very instrumental in correcting some of the potential health hazards on vacant overgrown lots. See census tract map on page 16.

TABLE IX

TOTAL CASES HANDLED INVOLVING THE NORTHWEST QUADRANT

DEPARTMENT	1973-74	1974-75	1975-76	TOTAL
Public Works	23	20	29	72
Traffic & Transportation	6	6	9	21
Police Department	7	1	12	20
Fire Department	1	1	2	4
Parks & Recreation	0	4	7	11
*Environmental	2	3	2	7
**Planning & Community Dev.	0	0	**11	11
Tax Division	0	1	2	3
Human Relations	1	0	1	2
Personnel	0	0	2	2
City Attorney	0	0	1	1
Library	0	0	0	0
Redevelopment Comm.	0	0	0	0
Coliseum	0	0	0	0
***Not Within Jurisdiction	2	0	5	7
	42	36	83	161

FINDINGS

The Community Representatives' office investigated 161 concerns in the Northwest quadrant during the last three fiscal years. The Public Works Department was the City agency receiving the largest number of con-

cerns. Sanitation, street maintenance conditions, stray dogs, weeded lots, and traffic conditions were some of the major concerns received. There were fewer calls about stray dogs in 1974-75 because of efforts by the City to increase the number of dog catchers patrolling the Greensboro area. The Sanitation Division changed their collection schedule which enable the Southside to receive garbage service after a holiday on Monday, instead of the Northside. In 1974-75 the residents in Northwest Greensboro voiced fewer concerns about Public Works and Police matters.

The census tracts having the largest volume of concerns were 125.07, 125.05, and 125.03. In these census tracts the weeded lots and stray dogs were evident. See census tract map on page 16.

The total concerns clearly identifies the concerns registered by each quadrant. However, if we are to determine the responsiveness of government with a complaint system, then the rate of satisfaction in resolving the concerns must be determined. It is an easy task to identify concerns registered, but a salient factor is to determine how the concern was resolved. The next section will cover how to evaluate the rate of satisfaction in measuring the responsiveness.

D. MEASURING THE RATE OF SATISFACTION

It is not an easy task to indicate the total of concerns received, but an even greater task is to determine if the number of citizens voicing concerns were satisfied. Therefore, if the concerns are not resolved then citizens often feel that government has not been totally responsive to their needs. In some cases the concern cannot be resolved because of an ordinance that prohibits it. However, as indicated earlier, the frequency of occurence of certain concerns serves to indicate the need to evaluate present programs and policies.

In establishing the criteria for measuring the rate of satisfaction attention was given to the citizen reaction to the work that had been performed by the City. The criterion for measuring the rate of satisfaction for the concerns investigated by the Community Representatives' office was divided into three areas.. They are as follows:

a. Not satisfied

b. Somewhat satisfied

c. Satisfied

The "not satisfied" category consisted of citizens whose concern could not be solved. Even though the percentage in this category was low, there was a small increase each fiscal year. A very common problem was the reluctance on the behalf of citizens to pay for drainage pipes on their property. It is a policy for the City to supply only the man-power, the equipment, and the pipe. A lot of citizens felt the City should pay for the pipe. Another problem in this area involved citizens in Northeast and Southeast quadrants being displeased about substandard housing not being brought up to standards or demolished by the City. The policy regarding this activity has been explained to the citizens, but they feel the City should do more to alleviate the problem. See figure III on page 40.

The "somewhat satisfied" category was characterized by those citizens who felt the City could have done more or it took too long to do it. A big problem in this area consisted of the time it took to have street lights installed. In most instances when the street light is authorized by the City, Duke Power Company has the responsibility for installing it. Often this activity may be a time gap because of other projects being worked on by Duke Power Company. The percentage in this area for the three remained relatively the same. See figure III on page 40.

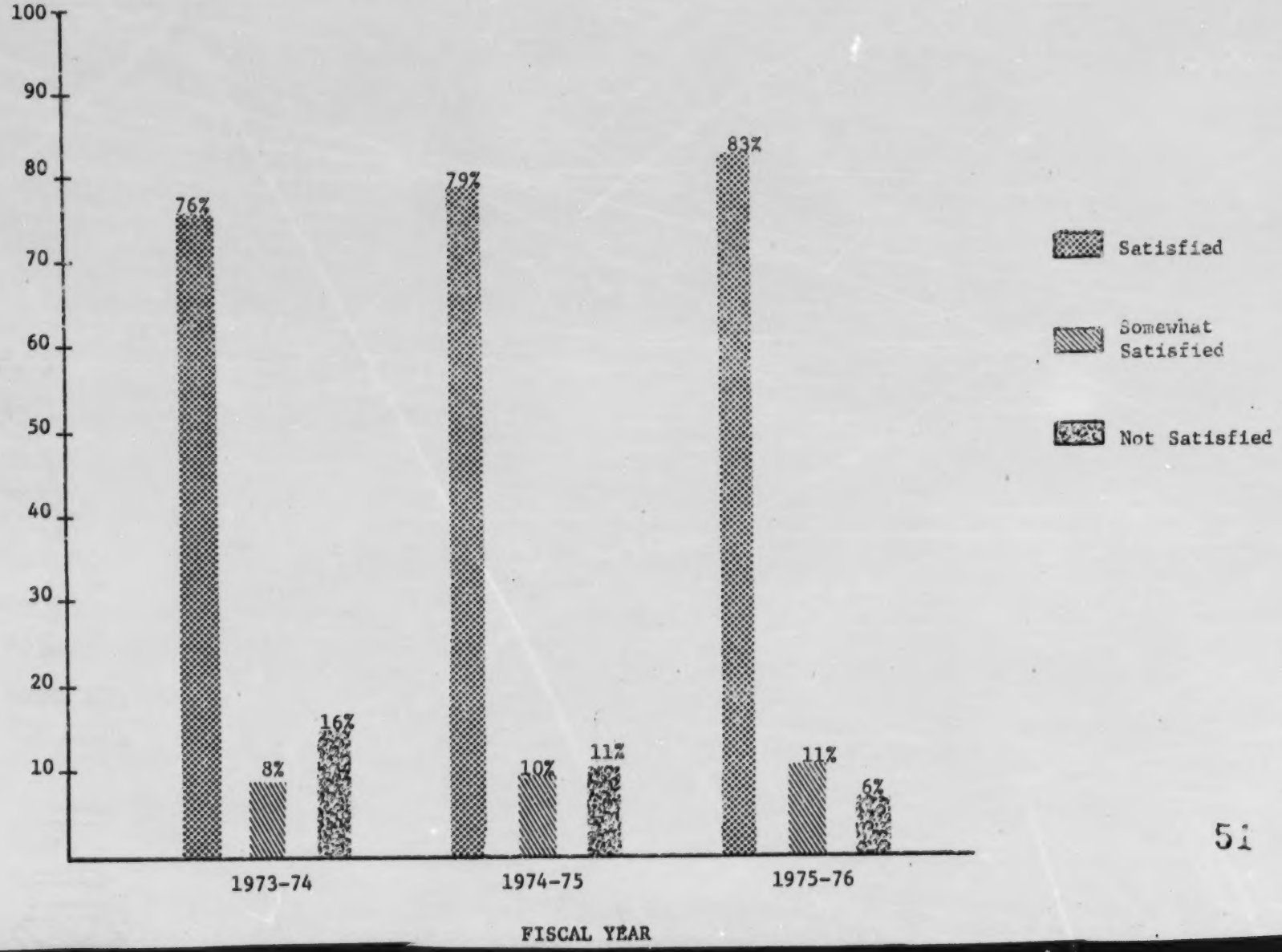
The "satisfied category" involved those citizens that were satisfied with the service and response they received from the City. An example of this is when the City Ordinance was passed making property owners liable for cleaning and clearing vacant lots that contained weeds, trash, and

garbage. Before the ordinance was passed, the City did not have the authorization to make a property owner clear the vacant lot of specified violations. However, the citizens are very satisfied with the enforcing of this ordinance. The satisfied category increased each fiscal year. This is a result of the City employees making sure that the services are being delivered as equally, and fairly as possible. Most City employees feel that they have a responsibility to help the citizen in any way possible. This activity is typified by the City Manager's philosophy of trying to make City government responsible to the needs of the people. Another key factor in making citizens satisfied is based on the way the response is made. The person to person approach has been used extensively by the Community Representatives in Greensboro, North Carolina. This procedure enables the citizen and the City's representative to discuss the issue at hand on a one to one basis. The person to person approach helps to assure the citizen that City Hall feels that he/she is important. I would recommend this process with any complaint agency in that the citizen and the agency are in a relative close area to each other. See Figure III on page 40.

The rate of satisfaction can serve as a barometer in determining how responsive government is to the citizens that register concerns. The rate of satisfaction also gives the Administrator an overview of the problem areas that need attention. A good example of this would involve one doing an analysis of the concerns that fall in the somewhat satisfied and the not satisfied categories. As a result of the analysis the findings

FIGURE III

RATE OF SATISFACTION



may suggest the need for a change in a city service or policy.

During the tabulation of the data on the rate of satisfaction, it is interesting to note that the bulk of persons registering concerns to the Community Representatives' office were women. The findings show that fifty eight percent of the concerns voiced were by females. Whereas, the remainder consisted of males. The figure on page 42 shows the relationship between the male and female. The findings indicate that the female most often was at home when the concerns were registered. This suggests that the female in some instances may have more time and often the husband has asked them to call. The female client was very prompt in following up their calls to the Community Representatives' office. The male was the most reluctant in taking no for an answer. There were several cases when both sexes were persistent in their requests. The female client would often ask the Community Representatives to define their role in government.

From the data tabulated by the Community Representatives' office the age groups that registered the most concerns were those of 45-55 and 55-65 years of age. See figure V on page 43 which shows the comparisons. During the three fiscal years there was an increase constantly in the age group 55-65 years of age. At the Mayor's Neighborhood meetings those in attendance were most often the age group between 55-65 years of age. The younger age groups did not show a consistent increase during the three fiscal years. Several persons in the higher age group voiced discontent about having to pay for the cost for local improvements such as the paving

Figure IV

Input From Clients By Sex 1973-74--1975-76

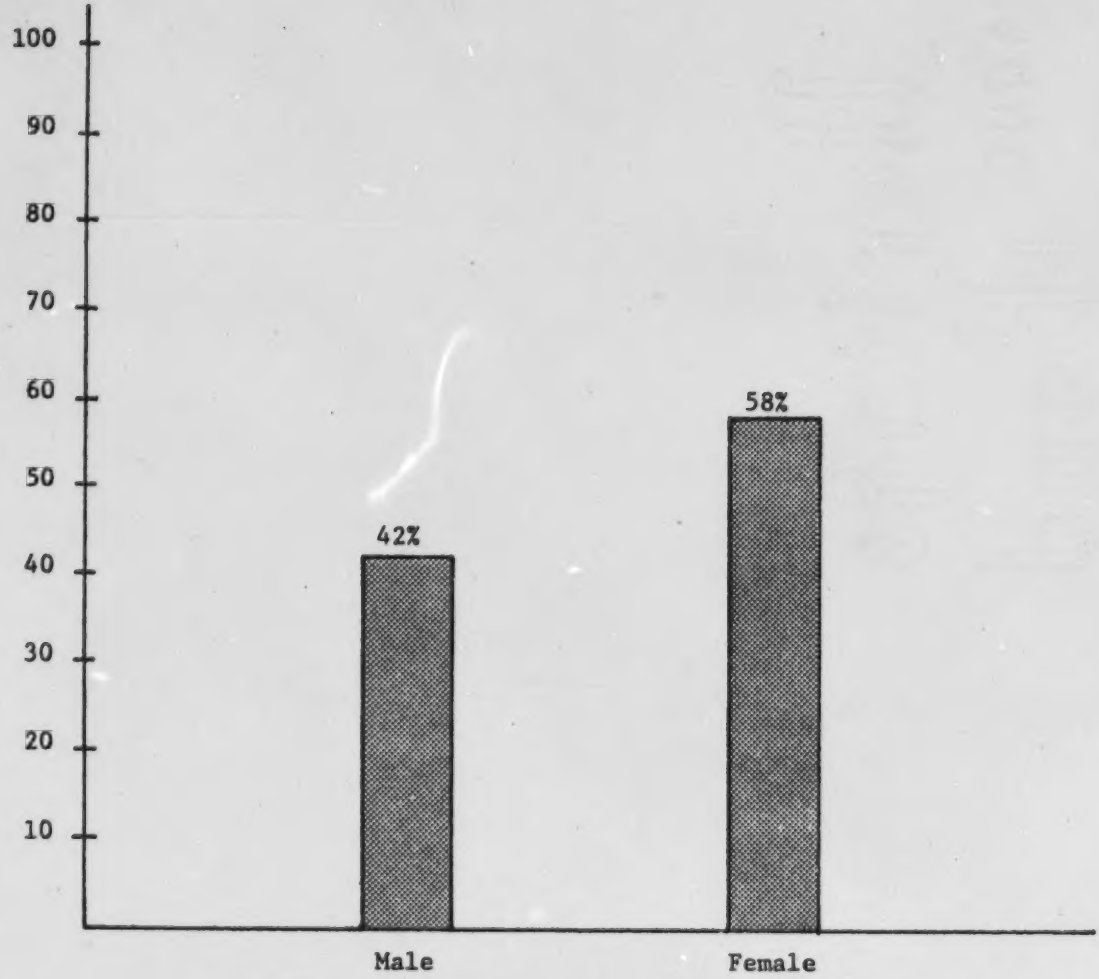
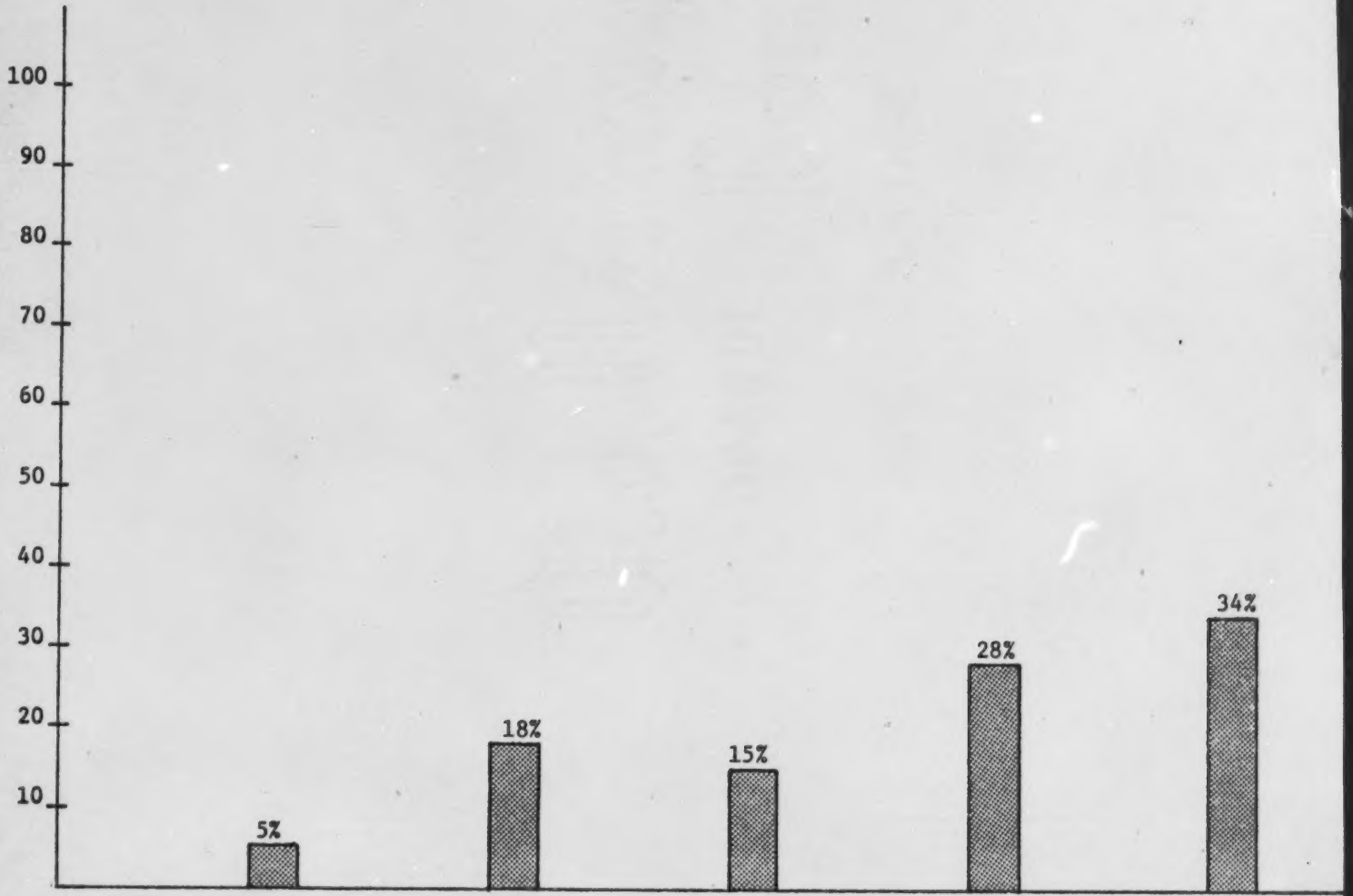


Figure V

Input From Clients By Age



of streets, whereas, others were dissatisfied with having to make needed repairs to bring their homes up to the standards that were set by the Housing Codes.

The use of the complaint system in making government more responsive is in part based upon the objectives contained in it. As indicated earlier, the more comprehensive the system is, the better overall input one will have to work with. After objectives have been set to measure the service delivery aspect of government, then it is imperative to use the data from the complaint system in establishing priorities and influencing policy decisions. Therefore, the next chapter will accent those characteristics that may lend themselves to making the complaint system a factor in the influencing of policy decisions in local government.

CHAPTER III

ESTABLISHING PRIORITIES AND INFLUENCING POLICY DECISIONS BY USING THE COMPLAINT SYSTEM

The responsibility of administering the City is one of the big tasks faced by a City Manager. The City Council is responsible for making policy that governs the activity of the residents of the city they serve. Very often, the City Manager will make recommendations that will eventually become policy. However, when this activity occurs, the Council will request data and possible alternatives from the City Manager. Therefore, the City Manager can institute the mechanisms by which the feasibility of introducing a policy recommendation can be explored.

Using a Complaint System in establishing priorities and influencing policy decision requires systematic planning on the behalf of the Complaint System Staff, City employees, and Department Heads. Another key factor is assuring that the data obtained is comprehensive enough to identify certain problem areas. After the problem areas have been identified. depending upon the administrator, the findings may indicate a need to expand programs, services, or to make policy changes. Whether to use the data obtained from a Complaint System in setting priorities and in making policy could easily influence the life styles of several citizens in a city. Therefore, this chapter will carefully examine the ways in which the data obtained from a Complaint System may be used in influencing the quality of services delivered to the citizenry by government.

A. THE COMMUNITY REPRESENTATIVES' - CENTRAL COMPLAINT SYSTEM RELATIONSHIP

The failure of many offices similar to the Community Representatives usually involves two factors. The first one involves the failure of the office to have clear cut guidelines to operate by at the outset. In some instances, the position was created to appease the citizenry. When this occurs, usually if there is talk about cutting costs, the position will be the first one cut. The second problem involves the location of the office. In an interview with (7) seven persons in North Carolina cities that have the position, the concensus was unanimous that the office should be in the City Manager's Department.[18] The location is important in that the persons in the agency will have the Manager's support and the mobility to talk with the Department Heads without having to get permission.

The Community Representatives' Office, at the outset, investigated only the concerns directed to them. When the Community Representatives were hired, there was no central location where the other complaints voiced directly to Departments were recorded. If an administrator is to use data from a complaint system in setting priorities and making policy decisions, then the system should be as comprehensive as possible. The administrator should have data not only from the agency set up to investigate complaints, but from Departments as well. The reason there is a need for this information is so the administrator will have a true feel for the complaints that are registered to City Hall.

In Greensboro, North Carolina the Community Representatives' Office was given the responsibility of coordinating the Citizens' Response Network.

[18] Unpublished survey of North Carolina cities having a population of 20,000 or more, "Survey of Ombudsman Offices in North Carolina Cities Having 20,000 or More Citizens". Community Representatives' Office, Greensboro, North Carolina, June, 1977.

This system will provide the Manager with data from each Department. Under this system, the Community Representatives' Office is responsible for submitting a Monthly Report to the City Manager. The report consists of the types of concerns, status of the concerns, problem areas, and recommendations. The system a city develops may vary, but I would recommend a system which encompasses all the operating and staff departments in the complaint agency. Duplication of efforts is evident if there is no system which coordinates the activities of an Ombudsman's office and a Complaint System in the same city government. If a Complaint System functions properly, it could aid the Ombudsman in doing his job better. The reason being that the Complaint System, which involves all Departments, will give the Ombudsman an insight to problems that may not have occurred to him by receiving data from one source. Also, the coordination between the central Complaint System and the Ombudsman's Office will provide a greater volume of data to be analyzed.

The Public Information Office can aid in educating the public about the purpose of the Central Complaint System. In Greensboro, North Carolina, an Action Line was installed several years ago to help citizens direct their calls to one location. Several calls are referred to the Community Representatives' Office from the Action Line on a daily basis. The basic intent of the Citizens' Response Network is to respond quickly to concerns and to involve as few people as possible. Therefore, it is important to coordinate the efforts of the Central Complaint Agency and the Public Relations Office. The participants in the Public Relations Office and the Central Complaint Agency must understand the objectives of each agency involved. The objectives should be fully understood by the Department Heads and the general public also.

The basis for a central Complaint System is for the complaints to be routed to a central location either before they are resolved, or after. As I mentioned earlier, the overall response of the way the citizenry perceives the manner government responds to their concerns is important. In a previous chapter, the rate of satisfaction dealt with the citizens' perception of government's response to their concerns.

The central Complaint System can provide the Manager with data showing the reasons increases and decreases in certain departments exist.

After setting up a system whereby all the complaints can be monitored, there is a need to identify the problem areas. In the next section, the major complaints are investigated to show how problems can be identified.

B. DEFINING PROBLEMS BY USING DATA FROM MAJOR CONCERNS

If a City Manager is to develop programs to help resolve community concerns involving his city, then he must first identify the problems. Therefore, the data from the Complaint System can provide information about the concerns that appeared most frequently. In several instances, the problem may appear because people are not knowledgeable of the steps that need to be taken to resolve a concern, or the department could be at fault. Again, this points to the fact that the dissemination of information to the public about services provided by City Departments is very pertinent. One effective way that departments can be even more responsive is by identifying those concerns that appear most frequently, and to develop strategies to reduce the rate of occurrence.

The major concerns for selected departments encompasses those departments which had several complaints to reoccur on a daily, monthly, and yearly basis. The major concerns are the complaints that were most often registered with the Community Representatives' Office. For comparative

reasons, if the Community Representatives' Office did not receive more than (3) three complaints for any department per fiscal year, they were not included. The tables on pages 51, 52, 53, and 54 show a listing of the major concerns for selected departments. The concerns are in rank order based on volume. The City Department that ranked first for the three fiscal years was Public Works. The previous sections of this chapter showed that there were several complaints involving Sanitation, Streets, Housing Inspections, and Water and Sewer. The Public Works Department is responsible for providing the above services. In essence, the Public Works Department provides the bulk of the physical services within the city. There was a substantial increase in the Public Works Department because the Public Relations efforts were effective in educating the citizens on what agency to call when problems developed.

The Police Department received several concerns involving stray dogs, and speeding in 1973-74. However, in 1974-75, a decrease occurred in that the majority of those calls were phoned directly to the Animal Control Officer. In 1975-76, with the addition of several Animal Control Officers and good public relations, the public was informed as to the proper steps to take concerning dog matters.

The fiscal year 1975-76, showed a major increase in the citizens reporting concerns to government. This was due, in part, to the response received by the citizen when voicing concerns to the Community Representatives' Office. Another key factor was the willingness of departmental personnel to ask for assistance when they could not resolve certain concerns. During this time period, the Community Representatives were given the responsibility of investigating concerns voiced at the Mayor's Neighborhood Meetings. This action increased the volume of concerns close to 35% of the total for 1975-76. In 1975-76, the Community Representatives were called upon by

several community groups to explain City policies and programs. This activity also produced more complaints for investigation by the office.

As a result of tabulating the data from complaints, the findings identified major concerns in certain departments. The major concerns are significant in that they identify the problems that were registered monthly by the citizens on a departmental basis.

Again, I would like to emphasize the need to have a substantial volume of complaints to make the analysis valid. The recording of complaints showing the type, nature of, and location, will aid greatly in identifying problems.

The table on page 55 shows the major concerns for the four quadrants from 1973-74 to 1975-76. These concerns are the ones that appeared most frequently during the fiscal years. This data will enable the City Manager and the Department Heads to identify the different types of concerns in each quadrant of the city. Also, major problems may be identified if a particular concern is registered often in each quadrant of the city or census tract.

TABLE X

MAJOR CONCERNS FOR SELECTED DEPARTMENTS FOR FISCAL YEAR 1973-74

DEPARTMENTS	NUMBER OF CONCERNS
Public Works	Garage Collection/Trash - 23
	Engineering Division - 19
	Housing Inspections - 18
	Street Maintenance/Paving - 17
	Water & Sewer - 15
Police	Animal Control - 13
	Excessive Speeding - 5
Environmental	Weeded Lots - 17
Traffic & Transportation	Signal Request - 5
	Street Light Request - 4
Parks & Recreation	Park Operations - 6

TOTAL = 142 Which is 67% of the total concerns received in 1973-74.

TABLE XI

MAJOR CONCERNS OF SELECTED DEPARTMENTS FOR FISCAL YEAR 1974-75

DEPARTMENT	NUMBER OF CONCERNS PER AREA
Public Works	Building Inspections - 31
	Sanitation - 24
	Streets - 13
	Engineering - 12
	Water & Sewer - 11
Environmental	Weeded Lots - 19
	Mosquitoes - 3
	Rats - 3
Parks & Recreation	R/W Maintenance - 6
	Park Operations - 5
	Community Centers - 3
Police Department	Noise Disturbance - 3
	Traffic Tickets - 3
Traffic & Transportation	Sign Requests - 4

TOTAL - 151 Which is 78% of the total received in 1974-75.

TABLE XII

MAJOR CONCERNS OF SELECTED DEPARTMENTS FOR FISCAL YEAR 1975-76

DEPARTMENT	NUMBER OF CONCERNS PER AREA
Public Works	Streets - 40
	Sanitation - 26
	Water & Sewer - 26
	Engineering - 18
Dept. of Planning & Comm. Dev.	Housing Concerns - 18
	Weeded Lots - 59
	Zoning - 7
	Policy - 7
Traffic & Transportation	Street Light Requests - 20
	Sign Requests - 10
	Parking - 6
Police	Noise Disturbance - 10
	Policy - 11
	Animal Control - 14
Parks & Recreation	Parks and Community Center - 20
	R/W Maintenance - 5
Environmental	Rats - 8
	Mosquitoes - 5
	Birds - 4

DEPARTMENT	NUMBER OF CONCERNS PER AREA
Tax Division	License - 3
	Taxes (Delinquent) - 4
Redevelopment Commission	Relocation - 3

TOTAL = 324 Which is 77% of the total received in 1975-76.

TABLE XIII

MAJOR CONCERNS FOR THE FOUR QUADRANTS 1973-74 TO 1975-76

NORTHEAST

Streets----------19

Housing----------16

Engineering-------16

Sanitation--------13

Water & Sewer-----11

Weeded Lots--------9

Street Light Requests----------7

Trash-------------6

Park Operations----5

Police Policy------5

NORTHWEST

Sanitation----------23

Streets-------------16

Dogs----------------12

Water & Sewer---------9

Weeded Lots----------6

Housing-------------6

SOUTHWEST

Weeded Lots-------30

Sanitation--------24

Housing----------19

Streets----------19

Water & Sewer-----15

Engineering-------11

Park Operations----7

SOUTHEAST

Weeded Lots----------38

Sanitation----------16

Streets-------------13

Housing-------------6

Street Light Requests-------------5

Rats----------------5

Table XIV on page 57 shows the major concerns for the City from 1973-74 to 1975-76. This information gives an overview of the major concerns that were registered with the Community Representatives' Office. In the formulation of new policies or programs, this information, if collected on a comprehensive basis, could justify the need for the correct action.

The trend of department concerns on a selected basis in figure VI on page 58, gives a comparison of how department concerns may increase or decrease. The graph on page 58 can also serve as a means of showing the City Manager and City Council, graphically, the volume for each Department on an annual basis. This table could also help encourage the Department Heads to implement programs to reduce the volume of complaints, once the problem area is identified.

Once the major problem area is identified, there often is a need to initiate policy changes to correct it. The data from the Complaint System can give the Manager the facts that are needed to justify the basis for creating new programs or recommending a policy change to the City Council.

C. INITIATING POLICY PROPOSALS

The City Manager is the most important source of policy proposals. The Community Representatives serve also as advisors to the City Manager. When there are problem areas that need investigating, the Manager is made aware of them. When the Community Representatives advise the Manager on community problems, all the facts are gathered so that he is as knowledgeable of the problems as possible. A survey conducted by Clarence Ridley,

TABLE XIV

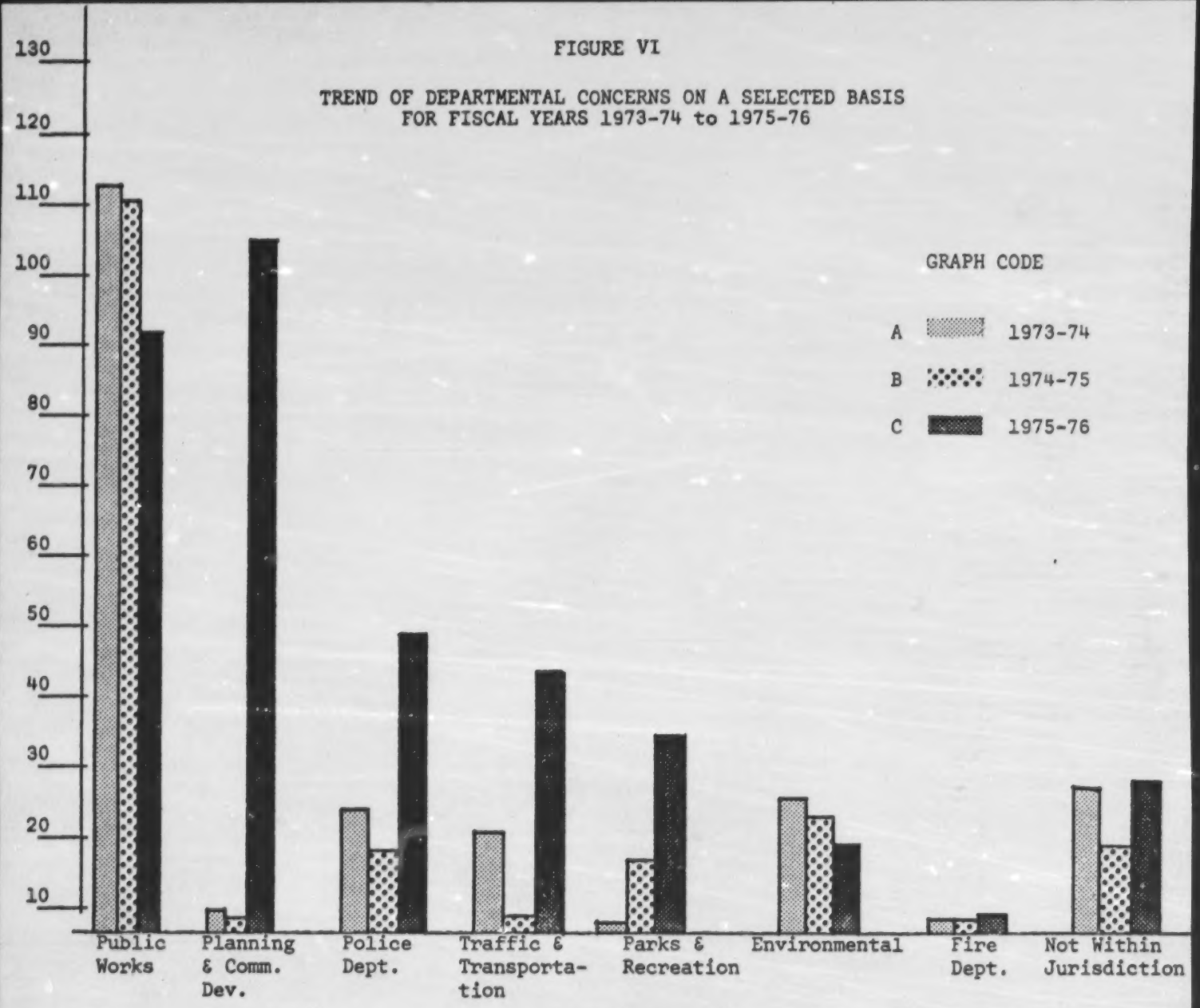
MAJOR CONCERNS FOR THE CITY 1973-74 TO 1975-76

TYPE	NUMBER
Weeded Lots	83
Sanitation	76
Streets	67
Housing	47
Water & Sewer	36
Engineering	27
Park Operations	12
Street Light Requests	12
Dogs	12
Trash	6
Police Policy	5
Rats	5

TOTAL = 388 is 47% of the total received during the three fiscal years.

FIGURE VI

TREND OF DEPARTMENTAL CONCERNS ON A SELECTED BASIS
FOR FISCAL YEARS 1973-74 to 1975-76



which included (88) eighty-eight City Managers, concluded that "(Outside) sources plus those originating from the Manager and department personnel account for 75 to 90 per cent of all policies adopted by the City Council.[19]

Having a central Complaint System is extremely important in initiating policy proposals. A study conducted by the National League of Cities in 1973 indicated that the Mayor and Council Persons handle citizens' complaints in a variety of ways. The survey indicated that most frequently, the citizens' beefs are passed along to the appropriate City Department Head (51 per cent) or to the City Manager (41.6 per cent) for resolution. Many of the Mayors and Council Persons interviewed, preferred to handle the complaints personally (166) or take them to the next Council Meeting for a possible resolution (93). Only 4.2 per cent of the City officials said they sent them to a special City Complaint Bureau for handling. In fact, only in cities with a population of over 100,000 persons was the Complaint Bureau mentioned significantly; 18.9 per cent.[20]

In several small cities, the Complaint System may not exist because the Manager and Department Heads can easily investigate the concerns registered by the citizens. Whereas, the larger cities with a population over 100,000 tend to have more complex urban problems.

When the City Manager does present a problem to the Council, usually the fact must back up his assessment. Not only does he present the problem, but he offers a course of action the Council may take. Prior to the 1960's

[19] Clarence E. Ridley, The Role of The City Manager in Policy Formulation, (Chicago: International City Managers' Association, 1958), pp. 3-4.

[20] "America's Mayors and Councilmen: Their Problems and Frustrations", Nation's Cities, April, 1974. p. 16.

the City Manager was basically concerned about the housekeeping functions of local government. However, with the political, social, and economic problems of the 1960's we find the Manager having to assume a greater role in defining and interpreting the needs of citizenry. Not only is the City Manager's role changing, but his relationship with the Council is also. An article written in the September, 1977 issue of Public Management by Arthur A. Mendons, a City Manager of Savannah, Georgia, suggested the following;"Managers are no longer viewed as Public Works specialists by Council. They are expected to be knowledgeable of the entire range of problems and concerns that confront municipal government. They are looked to for advice and recommendations on social issues, community development concerns, environmental problems, and economic growth. They are no longer passive observers in the policy development process. They actively participate in this process, proposing policy, advising on policy proposals initiated by Councils, and supplying information on which policy decisions can be made."[21]

The above statement clearly illustrates that the role of the City Manager is changing in the urban setting.

The initiating of policy proposals can be supported by the accumulation of data that justifies the need for change. A central Complaint System can provide City administrators with documentation that defines problems in the service delivery area. Not only can the Complaint System aid in the Decision Making Process, but surveys and other analytical studies can be very instrumental and informative also.

[21] Council-Manager Relations: The Changing Scene. Public Management, September, 1977. p. 7.

When the City administrators meet with Department Heads to discuss the next fiscal year budget, an overview of major complaints for each Department is pertinent. By having the complaints logged according to the nature of and the geographic location, then the Department Heads can provide supportive data in requesting additional funds in order that corrective action may take place. Please note that often, more funding will not solve the problem, but a change in the policy might.

The more informed Council Persons are about the expressed needs of the community, the more rational the decisions should be. Citizen surveys can be used to evaluate the effectiveness of the services provided by a particular governmental unit. By using the data collected from surveys and complaint findings, the community problems can be more readily identified.[22] Therefore, the complaint findings, as outlined in preceeding chapters, can be used to influence the Policy Making Process. The ultimate decision of what a Complaint System can do is determined, basically, by the governing body, the City Administrator, and the people.

In essence, the initiating of policy proposals can be influenced by those mechanisms that serve to aid the legislators in making the decisions. However, the use of findings from a Complaint System can aid the legislator and administrator in the interpreting and proposing of policy changes. Council Persons and Administrators should use every mechanism accessible to insure citizen input on decision matters.

If the complaint agency is influential in breaking red tape for the public, then how is the agency perceived by staff personnel? Previously, the Council Persons' perception of the Complaint Agency was addressed. A

[22] Measuring the Effectiveness of Basic Municipal Services. The Urban Institute and International City Management Association, February, 1974, pp. 87-97.

questionnaire on the role of the Community Representatives in government was given to the Department Heads in Greensboro's government. The findings revealed that the Department Heads, unanimously, feel that the role of the Community Representatives is a vital tool in overall effectiveness of providing the citizenry with necessary municipal services. Several Department Heads indicated that the Community Representatives have strengthened departmental relationships and can influence the Decision Making Process.

In this chapter, the Complaint System was reviewed to see if it could be influential in establishing priorities and influencing policy decisions. The supportive data used in the chapter suggests that the success of the complaint agency in setting policy is dependent on many variables. The key variables of influencing policy with a Complaint System is determined by its objectives and implementation by government.

The concluding chapter will summarize the previous discussed chapters. The final section of the chapter will list several viewpoints that can be helpful to administrators in implementing an agency similar to the one in Greensboro.

CHAPTER IV

CONCLUSIONS

The objectives of this study included a description of the role of the Ombudsman and the use of data from a Complaint System to influence the Decision Making Process in local government. The bulk of the data reported in this study is relatively new. Several case studies have been written about the Ombudsman on national and international levels. However, very little attention has been directed to the Ombudsman on the local level. Therefore, this research paper has also attempted to analyze the role of the Ombudsman on the local level.

The most obvious conclusion to be drawn from the data presented in this paper is that it can be used to influence the Decision Making Process. However, this influence is determined by the principal participants; the City Manager, City Council, the Department Heads, and the citizens, in using the data. On the other hand, the perceptions of government will change in that the citizenry will see first hand that government is responding to their concerns.

Another important conclusion is that with the City Manager involved in the accumulation of facts and determining of alternatives, the location of the Ombudsman or Complaint Agency is most important. This is true in that the facts surrounding particular issues must be accessible by the City Manager. Also, the extent to which the City Manager is involved in the decision process can, to a degree, determine the need for an Ombudsman Office or Complaint System. With the increase in demands from the citizenry, it is feasible to anticipate an increase in positions in local government to deal with the routine calls that are voiced.

The length of time that a City has had any particular form of local government appears to be immaterial to the implementation of an Ombudsman position or Complaint Agency. However, in some cities studied, the social, economic, and policy implications have influenced the establishment of such positions. It appears that cities in North Carolina rank very high in having agencies to deal with concerns voiced to governmental agencies.

In the Council-Manager form of government, the tendency is for the Complaint Agency to have a small political role in that the City Manager is in charge of administering the city. This variable is pertinent in that the less political the agency is, the more faith the public will have in it. Again, the role of the Complaint Agency is dependent upon the goals and objectives that regulate it. In several cities, the Ombudsman is allowed to present facts to the City Council, which may influence policy decisions. However, the role of the Ombudsman is determined by the chief administrator. Some City Managers feel that the Ombudsman should act as advisors to them instead of proposing policy changes. The ability to bring about policy changes by an Ombudsman through the City Manager is a topic that needs further examination.

By having a built-in mechanism whereby the rate of satisfaction for complaints is measured, can affect the image of government agencies. The rate of satisfaction enables one to more readily gauge the success they are having in responding and resolving governmental concerns. The ability to detect problem areas with the rate of satisfaction, will enable administration to anticipate and remedy problems before they get out of hand.

Some of the other variables that need to be examined in the future are (1) the relationship between the Ombudsman and Council Persons, (2) the role of the Ombudsman in the Citizen Participation Process, and (3) the

sensitivity of the Ombudsman in Urban America. The aforementioned statements identifies the uniqueness and sensitivity of the position in the urban setting. Especially, since citizens often find it very difficult for someone to represent them, and who also works for City Government.

The concept of humanizing government in Greensboro, North Carolina, by Tom Z. Osborne, the City Manager, is one that exhibits innovativeness by the creating of the Community Representatives' Office. Mr. Osborne was a former Public Works Director. To some scholars, it is unique to find a person with a highly technical background implementing the Ombudsman concept.

Finally, a larger intent of this paper has been to examine the role of the Ombudsman position in local government, with emphasis on using complaint data to help influence the decision making process.

APPENDIX I

DEPARTMENTAL QUESTIONNAIRE

QUESTIONNAIRE

1. What effect has the Community Representatives had on your relationship with the City Manager and members of the City Council?

   a. None _____

   b. Slight Effect _____ Total _____

   Comments:

2. What effect has the Community Representatives' Office had on your department's policies?

   a. None _____

   b. Slight Effect _____ Total _____

   Comments:

3. What effect has the Community Representatives' Office had on your relationship with the public?

   a. None _____

   b. Slight Effect Total _____

   Comments:

4. Has the Community Representatives had any effect on your staff?

   a. No _____

   b. Yes _____

   c. Slight Effect _____ Total _____

   Comments:

4. Comments: (cont.)

5. Have any special directives on the Community Representatives' Office gone out in your department?

   a. No _____

   b. Yes _____

   c. Don't Know _____

   d. Not Asked _____

   Comments:

6. In your day-to-day work how often would you say you have occasion to think of the Community Representatives' Office?

   a. Very Seldom _____

   b. Sometimes on Cases _____

   c. When he contacts my office _____

   d. Often _____

7. What do you do about the Citizens' Response Network Monthly Reports compiled by the Community Representatives' Office?

   Comments:

8. In your opinion, how do you view the role of the Community Representatives' Office in government?

   Comments:

APPENDIX II

COVER LETTER, QUESTIONNAIRE AND
FINDINGS FROM CITIES HAVING SIMILAR
OMBUDSMAN POSITIONS

June 4, 1977

Dear Sir:

The Community Representatives' Office in the City of Greensboro is obtaining data to identify those people that work as a liaison between government and citizens in North Carolina. The position may be similar to that of the Ombudsman found in Scandanavian countries.

If there are publications that describe some of the activities of the office in your city, please forward them to me. An effort is being made to establish a North Carolina Ombudsman Association. The position in your city may not be called an Ombudsman, but if there is someone in your city government that serves as a mediator in resolving complaints registered by citizens to government, then this person would fall into the same category as an Ombudsman. If such a position exists in your city, please have the individual fill out the attached questionnaire?

If there are questions in reference to this letter, please call me at (919) 373-2060.

Thank you.

Sincerely,

James M. Howerton

James M. Howerton
COMMUNITY REPRESENTATIVE

JMH/lr

attachment

QUESTIONNAIRE

I. GENERAL INFORMATION

Name_____

Office Address_____ Telephone No._____

Job Title_____ City_____

Salary Range_____

II. POSITION INFORMATION

A. Duties and Responsibilities. (If possible, please include descriptive listing showing the ordinance, resolution, or policy statement.

_____

_____

_____

_____

_____

_____

_____

B. Organizational structure. (Please include an organizational chart that shows the position in relationship to the city structure.)

C. Responsible Administrative Unit
Example: Department, Division, Branch Section, and Unit.

III. FUNCTION OR ROLE

Please check the following that may apply to your position.

A. Community Liaison----------_____

B. Citizen Advocate----------_____

C. Mediator----------_____

D. Facilitator----------_____

E. Adjudicator----------_____

F. Public Relations----------_____

G. Problem Solver----------_____

IV. Please comment on the effectiveness of this position in City Government. i.e. Is it beneficial in influencing policy regarding social, economic and cultural interests?

V. Please comment on how efficient the position performs in City Government. i.e. the degree to which community goals and objectives are accomplished.

VI. Would you favor the establishment of a North Carolina Ombudsman Association.

_____YES _____NO

XX - Response Received
XXX - Has Ombudsman Position

CITIES CONTACTED	CITIES RESPONDING	OMBUDSMAN POSITION
Mayor Elbert L. Whitley, Jr. P. O. Box 190 144 N. 2nd Street Albemarle, North Carolina 28001	XX	
Thomas J. McIntosh - Manager P. O. Box 1106 146 N. Church Street Asheboro, North Carolina 27203		
Mayor Wade E. Wilmoth P. O. Box 192 W. King Street Boone, North Carolina 28607		
Mayor Fred G. Bond P. O. Box 128 326 N. Academy Street Cary, North Carolina 27511		
Mayor George Rowsom P. O. Box 361 Elm Street Concord, North Carolina 27925		
Mayor Jones W. Norman 350 W. Stadium Drive Eden, North Carolina 27288		
Mayor John H. Bell, Jr. P. O. Box 347 300 E. Colonial Avenue Elizabeth City, North Carolina 27909		

XX - Response Received
XXX - Has Ombudsman Position

CITIES CONTACTED	CITIES RESPONDING	OMBUDSMAN POSITION
Mayor George V. Boyd P. O. Box 1434 110 Young Street Henderson, North Carolina 27536		
Mayor Julian G. Whitener P. O. Box 398 30 3rd Street, N.W. Hickory, North Carolina 28601		
Mayor W. B. Teachey, Jr. P. O. Box 128 Hwy. 17 Jacksonville, North Carolina 28540		
Mayor Simon C. Sitterson, Jr. P. O. Box 339 207 E. King Street Kinston, North Carolina 28501	XX	
Mayor W. Charles Barrett P. O. Box 312 303 W. Church Street Laurinburg, North Carolina 28352		
Mayor Robert A. Gibbons P. O. Box 958 110 Main Street, S.W. Lenoir, North Carolina 28645		
Mayor Solomon A. Tesh P. O. Box 649 West Center Street Lexington, North Carolina 27292		

XX - Response Received
XXX - Has Ombudsman Position

CITIES CONTACTED	CITIES RESPONDING	OMBUDSMAN POSITION
Mayor Clifford E. Bullard P. O. Box 1388 501 E. 5th Street Lumberton, North Carolina 28358		
Mayor Fred C. Long P. O. Box 69 300 W. Crowell Street Monroe, North Carolina 28110		
Mayor John M. Belk 600 E. Trade Street Charlotte, North Carolina 28202	XX	XXX
Mayor Wade L. Cavin P. O. Box 2251 120 Morris Street Durham, North Carolina 27707	XX	XXX
Mayor Jyles J. Coggins P. O. Box 590 110 S. McDowell Street Raleigh, North Carolina 27602	XX	XXX
Mayor Franklin R. Shirley P. O. Box 2511 101 N. Main Street Winston Salem, North Carolina 27102	XX	XXX
Mayor Eugene C. Ochsenreiter, Jr. P. O. Box 7148 City County Plaza Asheville, North Carolina 28807	XX	XXX

XX - Response Received
XXX - Has Ombudsman Position

CITIES CONTACTED	CITIES RESPONDING	OMBUDSMAN POSITION
Mayor - Mrs. Beth D. Finch 234 Green Street Fayetteville, North Carolina 28301	XX	
Mayor Roy B. Culler, Jr. P. O. Box 230 211 S. Hamilton Street High Point, North Carolina 27261	XX	
Mayor Benjamin B. Halterman P. O. Box 1810 102 N. Third Street Wilmington, North Carolina 28401		
Mayor Paul W. Andrews P. O. Box 1358 425 S. Lexington Street Burlington, North Carolina 27215		
Mayor James C. Wallace 306 N. Columbia Street Chapel Hill, North Carolina 27514		
Mayor Roland E. Bradley P. O. Box 1748 240 W. Franklin Avenue Gastonia, North Carolina 28052		
Mayor Ben Strickland P. O. Box A Goldsboro, North Carolina 27530		

XX - Response Received
XXX - Has Ombudsman Position

CITIES CONTACTED	CITIES RESPONDING	OMBUDSMAN POSITION
Mayor Percy R. Cox P. O. Box 1905 201 W. Fifth Street Greenville, North Carolina 27834	XX	
Mayor Fred Turnage P. O. Box 1180 131-139- N. E. Main Street Rocky Mount, North Carolina 27801	XX	XXX
Mayor James A. Summers P. O. Box 479 132 N. Main Street Salisbury, North Carolina 28144		
Mayor A. Charles Leonard P. O. Box 10 Goldsboro Street Wilson, North Carolina 27893	XX	
Mayor Andrew M. Kistler, II P. O. Box 430 201 W. Meeting Street Morganton, North Carolina 28655		
Mayor Charles H. Kimbrell P. O. Box 1129 300 Pollock Street New Bern, North Carolina 28560	XX	
92 Mayor James W. Daniel P. O. Box 509 Morehead Street Reidsville, North Carolina 27320		

77

93

XX - Response Received
XXX - Has Ombudsman Position

CITIES CONTACTED	CITIES RESPONDING	OMBUDSMAN POSITION
Mayor William R. Massey, Jr. P. O. Box 38 Roanoke Avenue Roanoke Rapids, Virginia 27870		
Mayor Roy M. Stewart P. O. Box 338 143 Charlotte Avenue Sanford, North Carolina 27330		
Mayor Hubert Plaster P. O. Box 207 300 S. Washington Street Shelby, North Carolina 28150	XX	
Mayor Thomas A. Fanjoy P. O. Box 1111 S. Center Street Statesville, North Carolina 28677		
Mayor Dalton E. Myers P. O. Box 368 7-11 W. Guilford Street Thomasville, North Carolina 27360	XX	
Mayor Jim Melvin City of Greensboro Drawer W-2 Greensboro, N. C. 27402	XX	XXX

APPENDIX III

TOTAL CONCERNS DATA 1973-74/1975-76

CONCERNS INVESTIGATED 1973-74 PER POLICE DISTRICT AND CITY QUADRANT

District I

Northeast — Total Concerns For District = 66

District II

Southeast — Total Concerns For District = 38

District III

Southwest — Total Concerns For District = 66

District IV

Northwest — Total Concerns For District = 42

Total For All Districts In 1973-74 = 212

1973-74

MISCELLANEOUS CONCERNS

Police District	Census Tract	Concerns	Total
I			
N.E.	101.00	Property damage	1
	109.02	Improper display of the American Flag	1
		Population characteristics	1
	127.02	Maintenance of private cemetery	1
			4
II			
S.E.	111.02	Bad conditions at a nursing home	1
	112.00	Water overflowing in public housing	1
	113.00	Computer program operating illegally	1
		Property stakes removed	1
	128.02	Tenant-landlord relationships	1
			5
III			
S.W.	115.00	Bathroom pipes bursted	1
	116.01	Noise and exhaust fumes from trucks	1
	126.01	Street not listed on City map	1
		Heavy machinery parked in front yard	1
	126.02	Children climbing over a private fence	1
	126.04	Foreclosure of property	1
			6
IV			
N.W.	104.01	Sewer gas seeping up through floors	1
	105.00	Needs assistance in moving into facility for the elderly	1
			2
		OVERALL TOTAL	17

Police Dist.	Census Tract	Eng.	San.	W/S	Streets	P.P.	Ero.	Bldg. Insp.	Total
I									
N.E.	102.00				1			1	2
	103.00				1	3			4
	109.02		1	1		1			3
	110.00	2							2
	119.01	1			1			2	4
	119.02	3		1				1	5
	127.01	1	1		1				3
	127.02	1	1	1	2			1	6
									29
II									
S.E.	111.01		1					2	3
	111.02	1			2			1	4
	112.00							1	1
	113.00	2		1					3
	128.01	1	1						2
	128.02							1	1
									14
III									
S.W.	106.01				2			1	3
	106.02		1			1	2		4
	107.00		1	1			1	2	5
	114.02							1	1
	115.00		1			1		1	3
	116.01	1	1	2				1	5
	116.02			1					1
	126.01	3		2					5
	126.02	1							1
	126.04				1				1
	126.05		3						3
	126.06			1					1
	134.01			2					2
									35
IV									
N.W.	104.01			1					1
	105.00		2	1					3
	108.01		1						1
	108.02		2						2
	124.03				2				2
	125.03	1							1
	125.05		3		3				6
	125.06	1						1	2
	125.07		3		1			1	5
									23

OVERALL TOTAL 101

TRAFFIC & TRANSPORTATION CONCERNS 1973-74

Police Dist.	Census Tract	Street Light Requests	Bicy. Tr.	Traf. Rtng.	Gen. Park.	Accidents	Tot
I							
N.E.	101.00				1		1
	109.02				1		1
	119.02	1					1
	127.02	1				1	2
							5
II							
S.E.	111.01			1			1
	111.02	1					1
	112.00			1			1
	128.01	1				1	2
							5
III							
S.W.	106.01	1					1
	134.01	2				1	3
							4
IV							
N.W.	104.01		1				1
	108.01				1		1
	108.02			1			1
	109.01		1				1
	125.05			1			1
	125.06	1					1
	125.07	1					1
							7
					OVERALL TOTAL		21

HUMAN RELATIONS CONCERNS 1973-74

Police District	Census Tract	Housing Needs	Total
I N.E.			0
II S.E.	111.01	1	1
III S.W.			0
IV N.W.	125.06	1	1
		OVERALL TOTAL	2

FIRE DEPARTMENT CONCERNS 1973-74

Police District	Census Tract	Fire Training Policy	Total
I N.E.	109.02	1	1
II S.E.			0
III S.W.			0
IV N.W.	125.03	1	1
		OVERALL TOTAL	2

PARKS & RECREATION CONCERNS 1973-74

Police Dist.	Census Tract	Park Oper.	Pool Oper.	Comm. Ctr. Problems	R/W Main.	Total
I						
N.E.	102.00			1		1
	127.01	1				1
						2
II						
S.E.	113.00	1				1
	128.02		1			1
						2
III						
S.W.	106.02				1	1
	115.00	1				1
	134.01	3				3
						5
IV						
N.W.						0
				OVERALL TOTAL		9

TAX DIVISION CONCERNS 1973-74

Police District	Census Tract	Policy	Overdue Taxes	Total
I				
N.E.	119.02	1		1
II				
S.E.				0
III				
S.W.	106.01		1	1
IV				
N.W.				0
			OVERALL TOTAL	2

POLICE DEPARTMENT CONCERNS 1973-74

Police Dist.	Census Tract	Dogs	Cars Towed	Loitering	Traff.	Vand.	Fight.	Total
I								
N.E.	102.00		1					1
	103.00	2						2
	110.00			1	1			2
	127.02	2			2	1		5
								10
II								
S.E.	128.02				1			1
III								
S.W.	106.02	1						1
	107.00	1						1
	126.02			1				1
	126.04						1	1
	134.01	1						1
								5
IV								
N.W.	108.02	2						2
	125.03	3			1			4
	125.05	1						1
								7
						OVERALL TOTAL		23

PERSONNEL DEPARTMENT CONCERNS 1973-74

Police District	Census Tract	Illegal Personnel Practices	Status Of Employee	Total
I				
N.E.	127.02		1	1
II				
S.E.	113.00	1		1
III				
S.W.				0
IV				
N.W.				0
			OVERALL TOTAL	2

ENVIRONMENTAL CONCERNS 1973-74

Police Dist.	Census Tract	Weeded Lots	Rodents	Water Holes	Air Pol.	Stagnant Water	Total
I	102.00		1				1
N.E.	103.00	1				1	2
	109.02					1	1
	110.00	1					1
	127.01		1				1
	127.02	1		1			2
							8
II							
S.E.	111.02	1					1
	112.00	1					1
	113.00	2					2
	128.01	1		1			2
	128.02	1	1				2
							8
III							
S.W.	106.01	2	1				3
	106.02	1					1
	115.00	1					1
	116.01				1		1
	126.01	1					1
	126.04	1				1	2
							9
IV							
N.W.	125.05	1					1
	125.06	1					1
							2
						OVERALL TOTAL	27

PLANNING DEPARTMENT CONCERNS 1973-74

Police District	Census Tract	Housing	Census Info.	Zoning Concern	Total
I					
N.E.	109.02			1	1
	110.00		1		1
	127.02	1			1
					3
II					
S.E.					0
III					
S.W.					0
IV					
N.W.					0
				OVERALL TOTAL	3

PIEDMONT NATURAL GAS CONCERNS 1973-74

Police District	Census Tract	Gas Not Turned On	Construction	Total
I				
N.E.	109.02		1	1
	119.02	1		1
				2
II				
S.E.				0
III				
S.W.	106.02		1	1
IV				
N.W.				0
			OVERALL TOTAL	3

PUBLIC SCHOOLS CONCERNS 1973-74

Police District	Census Tract	Shelter For School Kids	Total
I			
N.E.			0
II			
S.E.	111.01	1	1
III			
S.W.			0
IV			
N.W.			0
		OVERALL TOTAL	1

CONCERNS INVESTIGATED 1974-75 PER POLICE DISTRICT AND CITY QUADRANT

District I

Northeast — Total Concerns For District = 33

District II

Southeast — Total Concerns For District = 39

District III

Southwest — Total Concerns For District = 85

District IV

Northwest — Total Concerns For District = 36

Total For All Districts In 1974-75 = 193

TRAFFIC AND TRANSPORTATION CONCERNS 1974-75

Police District	Census Tract	Sign Reg.	Bike Trail	St. Lt. Reg.	Traff. Rtng.	Gen. Prkg.	Total
I							
N.E.	127.01				1		1
II							
S.E.	111.01			1			1
	113.00	1					1
	128.02	1					1
							3
III							
S.W.	114.02			1			1
	115.00					1	1
							2
IV							
N.W.	108.01	1					1
	125.03		1			1	2
	125.05	1		1		1	3
							6
				OVERALL TOTAL			12

ENVIRONMENTAL CONCERNS 1974-75

Police District	Census Tract	Weeded Lots	Mosquitos	Rats	Total
I					
N.E.	102.00	1			1
	109.02	1			1
	127.01	2	1		3
					5
II					
S.E.	111.02	3		1	4
	113.00	1			1
	128.02	1			1
					6
III					
S.W.	106.01	2			2
	107.00	1			1
	114.02	1			1
	116.01			1	1
	126.01	3		1	4
	126.02		2		2
					11
IV					
N.W.	104.01	1			1
	108.02	1			1
	124.03	1			1
					3
				OVERALL TOTAL	25

1974-75

MISCELLANEOUS CONCERNS

Police District	Census Tract	Concerns	Total
I			
N.E.	103.00	Private cemetery overgrown	1
	127.01	Unable to draw unemployment compensation	1
			2
II			
S.E.	111.02	Overgrowth in back of her property	1
	112.00	Wants Blake Moving Co. to turn on lights and have the phone reconnected	1
			2
III			
S.W.	116.01	Fumes from Coca Cola trucks that sit idle on Lee Street go into her house.	1
	126.02	Owners of house will not landscape yard	1
	126.05	Boundary dispute	1
	126.06		1
			4
IV			
N.W.			0
		OVERALL TOTAL	8

PUBLIC WORKS CONCERNS 1974-75

Police District	Census Tract	Eng.	San.	W/S	Cem.	Sts.	P.P.	Bldg. Insp.	Tota
I									
N.E.	101.00		2						2
	102.00							2	2
	103.00						1		1
	109.02		1					1	2
	110.00	1							1
	119.02	1		1					2
	127.01					1			1
	127.02		2			2		3	7
									18
II									
S.E.	111.02				1	1		3	5
	112.00		1						1
	128.01	2						1	3
	128.02		2				1	2	5
									14
III									
S.W.	106.01	1	3	1		1			6
	106.02	1	2					1	4
	107.00	1						1	2
	114.01							1	1
	114.02					1		1	2
	115.00		2				2	7	11
	116.01		1			1		1	3
	116.02	1				2		1	4
	126.01	2		2		1	1		6
	126.02		1						1
	126.04			1					1
	126.05					1			1
	126.06			1		1			2
	134.01		1	1		1			3
									47
IV									
N.W.	104.01		1						1
	104.02		1					2	3
	105.00		1					2	3
	108.02			1					1
	124.03	1		1					2
	125.03		1		1				2
	125.04							1	1
	125.06			1	1				2
	125.07	1	2	1				1	5
									20
								OVERALL TOTAL	99

TAX DIVISION CONCERNS 1974-75

Police District	Census Tract	Foreclosure	Total
I N.E.	101.00	1	1
II S.E.			0
III S.W.			0
IV N.W.	109.01	1	1
		OVERALL TOTAL	2

PLANNING DEPARTMENT CONCERNS 1974-75

Police District	Census Tract	Census Data	Zoning	Total
I N.E.	110.00	1		1
II S.E.				0
III S.W.				0
IV N.W.				0
			OVERALL TOTAL	1

PARKS AND RECREATION DEPARTMENT CONCERNS 1974-75

Police District	Census Tract	Park Oper.	R/W Maint.	Community Cen. Prob.	Empl. Prob.	Total
I						
N.E.	101.00		1			1
	127.02		1			1
						2
II						
S.E.	111.01	1	1			2
	128.01	1				1
	128.02	1				1
						4
III						
S.W.	114.01	1				1
	126.01			1		1
	126.06			1		1
	134.01	1	1			2
						5
IV						
N.W.	104.01		1			1
	105.00			1	1	2
	125.03		1			1
						4
				OVERALL TOTAL		15

CITY ATTORNEY'S OFFICE CONCERNS 1974-75

Police District	Census Tract	City Policy	Total
I			
N.E.			0
II			
S.E.			0
III			
S.W.	107.00	2	2
IV			
N.W.			0
		OVERALL TOTAL	2

FIRE DEPARTMENT CONCERNS 1974-75

Police District	Census Tract	Response Time	Main. of Fire Station	Total
I N.E.				0
II S.E.				0
III S.W.	126.04	1		1
IV N.W.	125.07			1
			OVERALL TOTAL	2

COLISEUM CONCERNS 1974-75

Police District	Census Tract	Trash Problems	Coliseum Practices	Total
I N.E.				0
II S.E.				0
III S.W.	106.02		1	1
	116.02	1		1
				2
IV N.W.				0
			OVERALL TOTAL	2

DEPARTMENT OF SOCIAL SERVICES CONCERNS 1974-75

Police District	Census Tract	Financial Assistance	Food Stamps	Total
I				
N.E.	119.01		1	1
II				
S.W.	111.02		1	1
III				
S.W.	115.00	1		1
	116.01	1		1
				2
IV				
N.W.				0
			OVERALL TOTAL	4

DUKE POWER TRANSIT CONCERNS 1974-75

Police District	Census Tract	Routes	Physical	Total
I				
N.E.				0
II				
S.E.				0
III				
S.W.	114.01	1		1
	116.01		1	1
				2
IV				
N.W.				0
			OVERALL TOTAL	2

POLICE DEPARTMENT CONCERNS 1974-75

Police District	Census Tract	Violations	Intrnl. Affairs	Traff.	Dogs	Home Security	Total
I							
N.E.	110.00			1			1
	127.02	1					1
							2
II							
S.E.	111.01	4		1			5
	112.00	1					1
	128.01		1				1
	128.02	1					1
							8
III							
S.W.	106.01	1					1
	115.00	3		1	1		5
	126.05	1					1
							7
IV							
N.W.	125.03					1	1
							1
					OVERALL TOTAL		18

SOUTHERN RAILWAY CONCERNS 1974-75

Police District	Census Tract	Train Blocking Street	Total
I			
N.E.			0
II			
S.E.	111.01	1	1
III			
S.W.			0
IV			
N.W.			0
			1
		OVERALL TOTAL	1

CONCERNS INVESTIGATED 1975-76 PER POLICE DISTRICT AND CITY QUADRANT

District I

Northeast — Total Concerns For District = 124

District II

Southeast — Total Concerns For District = 109

District III

Southwest — Total Concerns For District = 103

District IV

Northwest — Total Concerns For District = 82

ANONYMOUS COMPLAINTS = 4

Total For All Districts In 1975-76 = 422

LIBRARIES CONCERNS 1975-76

Police District	Census Tract	Operations	Total
I N.E.			0
II S.E.	112.00	1	1
III S.W.			0
IV N.W.			0
		OVERALL TOTAL	1

LEGAL CONCERNS 1975-76

Police District	Census Tract	Massage Parlor	Empl. Pol./Res.	Private Problem	Total
I N.E.	101.00			1	1
	127.02		1		1
					2
II S.E.					0
III S.W.	126.02			1	1
IV N.W.	125.07	1			1
				OVERALL TOTAL	4

1975-76
MISCELLANEOUS CONCERNS
PENDING

Police District	Census Tract	Concerns	Total
I			
N.E.	101.00	Foreign students not given exemptions	1
	102.00	Property dispute	1
	109.02	Neighbor's tree falling on her house	1
	110.00	House needs repair	1
		Landlady won't repair water problem	1
			5
II			
S.E.	111.02	Neighbor's trees overhanging onto property	1
	113.00	Limbs from neighbor's property on her roof	1
	128.02	Tree fallen in lot next door	1
			3
III			
S.W.	114.01	Housing authority requiring her to move	1
	114.02	Wants more attention given to Headstart	1
	126.05	Better conditions for nursing home patients	1
		Greensboro Cares cutting back services	1
			4
IV			
N.W.			0
		OVERALL TOTAL	12

TAX DIVISION CONCERNS 1975-76

Police District	Census Tract	License/Gen.	Tax/Gen.	Del. Acc.	Total
I					
N.E.	101.00	1	1	1	3
II					
S.E.					0
III					
S.W.	106.01	1			1
	126.01		1		1
					2
IV					
N.W.	124.03		1		1
	125.05	1			1
					2
				OVERALL TOTAL	7

BETTER BUSINESS BUREAU CONCERNS - 1975-76

Police District	Census Tract	Illegal Operations	Total
I N.E.			0
II S.E.			0
III S.W.			0
IV N.W.	104.01		1
			1
		OVERALL TOTAL	1

N.C. DEPARTMENT OF TRANSPORTATION CONCERNS 1975-76

Police District	Census Tract	Overgrowth	Maint.	License	Total
I N.E.					0
II S.E.	111.02	1			1
III S.W.					0
IV N.W.	125.06		1		1
	125.07			1	1
					3
			OVERALL TOTAL		3

1975-76
MISCELLANEOUS CONCERNS
RESOLVED

Police District	Census Tract	Concerns	Total
I	101.00	Foreign students not given exemptions	1
N.E.	102.00	Property dispute	1
	109.02	Neighbor's tree falling on her house	1
	110.00	House needs repair	1
		Landlady won't repair water problem	1
			5
II			
S.E.	111.02	Neighbor's trees overhanging onto property	1
	113.00	Limbs from neighbor's property on her roof	1
	128.02	Tree fallen in lot next door.	1
			3
III			
S.W.	114.01	Housing authority requiring her to move	1
	114.02	Wants more attention given to Headstart	1
	126.05	Better conditions for nursing home patients	1
		Greensboro Cares cutting back services	1
			4
IV			
N.W.	108.01	ANONYMOUS CONCERNS	4
		OVERALL TOTAL	16

1975-76
BUILDING MANAGEMENT AND TECHNICAL SERVICES

Police District	Census Tract	Total
I		
N.E.		0
II		
S.E.		0
III		
S.W.		0
IV		
N.W.	125.07	1
		1
	OVERALL TOTAL	1

1975-76
SOUTHERN BELL CONCERNS

Police District	Census Tract	Total
I N.E.		0
II S.E.		0
III S.W.	126.01	1
IV N.W.		0
		1
	OVERALL TOTAL	1

CAROLINA ACTION CONCERNS - 1975-76

Police District	Census Tract	Total
I N.E.		0
II S.E.		0
III S.W.	115.00	1
IV N.W.		0
		1
	OVERALL TOTAL	1

DUKE POWER COMPANY CONCERNS 1975-76

Police District	Census Tract	Buses	Street Lights	Main. Prob.	Total
I					
N.E.	101.00			1	1
II					
S.E.	128.01		1		1
III					
S.W.	106.01	1			1
IV					
N.W.					0
					3
				OVERALL TOTAL	3

SOCIAL SERVICES CONCERNS 1975-76

Police District	Census Tract	Food Stamps	Benefits	Total
I				
N.E.	101.00		1	1
	127.02	1		1
II				
S.E.	112.00		1	1
III				
S.W.				0
IV				
N.W.				0
				3
			OVERALL TOTAL	3

INSURANCE CLAIMS DIVISION CONCERNS 1975-76

Police District	Census Tract	Operations	Total
I N.E.			0
II S.E.			0
III S.W.	126.05		1
IV N.W.			0
			1
		OVERALL TOTAL	1

REDEVELOPMENT COMMISSION CONCERNS 1975-76

Police District	Census Tract	Relocation	Wash - II	Total
I N.E.	110.00		1	1
II S.E.	112.00	3		3
III S.W.				0
IV N.W.				0
				4
		OVERALL TOTAL		4

PERSONNEL DEPARTMENT CONCERNS 1975-76

Police District	Census Tract	Employee Problem	Total
I			
N.E.	101.00	1	1
			1
II			
S.E.			0
III			
S.W.			0
IV			
N.W.	125.06	1	1
	125.07	1	1
			2
		OVERALL TOTAL	3

FIRE DEPARTMENT CONCERNS 1975-76

Police District	Census Tract	Unfair Treatment/Policy	Policy	Total
I				
N.E.				0
II				
S.W.				0
III				
S.W.				0
IV				
N.W.	104.01		1	1
	109.01	1		1
				2
		OVERALL TOTAL		2

DEPARTMENT OF TRAFFIC AND TRANSPORTATION CONCERNS 1975-76

Police Dist.	Census Tract	Street Light Req.	Traffic Rtg.	Prkg.	Sght. Dist.	Main.	Total
I							
N.E.	101.00			1			1
	110.00	6					6
	127.01	1	1				2
	127.02	3			1		4
							13
II							
S.E.	111.02	2					2
	112.00	2		2			4
	113.00	2			1		3
	128.01	1		1			2
							11
III							
S.W.	106.02		1	1			2
	107.00	1					1
	114.02	1					1
	116.02	1					1
	126.01		1		1		2
	126.05	2	1				3
	134.01	1					1
							11
IV							
N.W.	104.02	1					1
	108.01	1					1
	124.03			1			1
	125.03	1				1	2
	125.05	2					2
	125.07	2					2
							9
					OVERALL TOTAL		44

POLICE DEPARTMENT CONCERNS 1975-76

Police District	Census Tract	Noise	Vio.	Speeding	Int. Aff.	Dogs	Res.	More Prot.	Total
I									
N.E.	101.00		2						2
	109.02	1							1
	119.01		1						1
	127.01		1			1			2
	127.02	3	1				1		5
									11
II									
S.E.	111.01				1				1
	111.02	1	1	1		1			4
	112.00					1			1
	113.00		1		1	1			3
	128.01							1	1
	128.02					1			1
									11
III									
S.W.	106.01	1							1
	107.00	4							4
	115.00					2			2
	116.01		1						1
	116.02		1			1	1		3
	126.04		1						1
	126.05		1						1
	134.01		1						1
									14
IV									
N.W.	104.02					1			1
	105.00					1			1
	108.01		1		1				2
	108.02		1			1			2
	120.00					1			1
	125.05		1	1					2
	125.07		1			2			3
									12
					OVERALL TOTAL				48

PARKS & RECREATION CONCERNS 1975-76

Police District	Census Tract	Community Centers	R/W Main.	Equip.	Nat. Sci. Center	Total
I						
N.E.	101.00	1				1
	102.00	2			1	3
	109.02	1				1
	119.02	1				1
	127.01	1				1
	127.02	2	1			3
						10
II						
S.E.	111.02		1			1
	112.00	2	1			3
	113.00		1			1
	128.02	1				1
						6
III						
S.W.	10[illegible].01	1				1
	11[illegible].02	1				1
	115.00	1				1
	126.01	3				3
	126.05	2				2
	126.06	1				1
	134.01					1
						10
IV						
N.W.	104.01	1				1
	104.02			1		1
	105.00		2			2
	125.05	1	1			2
	125.07	1				1
						7

PUBLIC WORKS CONCERNS 1975-76

Police District	Census Tract	Eng.	San.	W/S	Sts.	P.P.	Erosion	Total
I								
N.E.	101.00		2					2
	102.00				4			4
	103.00			1	1			2
	109.02		1					1
	110.00			1	2			3
	119.01	1		1				2
	119.02	7	1	4	3			15
	127.01			2	2			4
	127.02		4	2	1			7
								40
II								
S.E.	111.02		2	2	2	1		7
	112.00		3	1	1	1		6
	113.00	1			2			3
	128.01	1			2			3
	128.02	1						1
								20
III								
S.W.	107.00	1	1	1	1			4
	114.02		1		1	1		3
	115.00	1	1					2
	126.01	1	1		6			8
	126.04		2	1				3
	126.05			1				1
	126.06				2			2
	134.01		1					1
								24
IV								
N.W.	104.01	3	1	2				6
	104.02				2			2
	105.00			2				2
	108.01			1				1
	124.03				2			2
	125.03		1	1				2
	125.05		1	3	2			6
	125.06				1			1
	125.07	1	3		3			7
								29
					OVERALL TOTAL			113

DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT CONCERNS 1975-76

Police Dist.	Census Tract	Zon.	Lots	Housing Insp.	Ero.	Trash	Aban. Veh.	Pol.	Tot
I									
N.E.	101.00		1	5		1	1	1	9
	103.00		1						1
	109.02		2	1		1	1		5
	110.00		1	1		1			3
	119.02					1			1
	127.01		1	2		1			4
	127.02	1	3			1			5
									28
II									
S.E.	111.01		5	1					6
	111.02	2	10	3					15
	112.00		5	2		2			9
	113.00	1	3				1		5
	128.01		1	1					2
	128.02		3	1				1	5
									42
III									
S.W.	106.01		3			1		2	6
	106.02	1	1						2
	107.00		1	1				1	3
	114.02		1						1
	115.00		2						2
	116.01		3						3
	116.02		1						1
	126.01		2					1	3
	126.02	1							1
	126.04		3						3
	134.01					1			1
									26
IV									
N.W.	104.01				1				1
	104.02		1						1
	105.00		1						1
	108.02	1	1						2
	120.00		1						1
	125.05		2					1	3
	125.06				1				1
	125.07						1		1
									11
						OVERALL TOTAL			107

HUMAN RELATIONS COMMISSION CONCERNS 1975-76

Police District	Census Tract	Financial Asst.	Discrimination	Total
I				
N.E.	101.00	1		1
II				
S.E.				0
III				
S.W.	126.02	2		2
IV				
N.W.	125.05		1	1
				4
			OVERALL TOTAL	4

ENVIRONMENTAL CONCERNS 1975-76

Police District	Census Tract	Rats	Birds	Dog Odor	Insects	Total
I	101.00				1	1
N.E.	102.00	1			1	2
	127.02	1		1	1	3
						6
II						
S.E.	111.02	1		1	2	4
	112.00	3				3
	128.02	1		1		2
						9
III						
S.W.	106.01				1	1
	116.02		1			1
	126.01	1	1		1	3
						5
IV						
N.W.	105.00		1			1
	125.07		1			1
						2
					OVERALL TOTAL	22

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